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Pennsylvania Emergency Relief Handbook

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COMMONWEALTH OF PENNSYLVANIA
STATE EMERGENCY RELIEF BOARD

HARRISBURG, PA.

August, 1933

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Pennsylvania Emergency Relief Handbook

NOTE: This Book is not for general distribution. It is intended for persons actively engaged in the administration of Emergency Relief. Numbered copies are issued from the office of the State Emergency Relief Board to specified persons upon request of County Emergency Relief Boards or of other responsible agencies or individuals.

COMMONWEALTH OF PENNSYLVANIA
STATE EMERGENCY RELIEF BOARD
HARRISBURG, PA.

August, 1933
L304510

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FOREWORD

Approximately 580,000 different Pennsylvania families and non-family individuals, representing some 2,500,000 persons, have been granted relief at some time since September 1, 1932. Most of these persons had always been self-supporting, and have reluctantly applied for relief in order to sustain life and health only after their own resources and savings—and in many cases those of their friends and relatives also—had been exhausted.

Counties, cities, and private relief agencies are unable to carry the whole burden of this enormous and unprecedented load of relief. Therefore, the Commonwealth of Pennsylvania has instituted a system of Emergency Relief and has established machinery for sound distribution of State and Federal funds for this purpose.

Since September 1, 1932, this system of State Emergency Relief has grown so rapidly that approximately \$6,800,000 a month is being administered to meet the minimum needs of some 400,000 families, and non-family individuals representing about 1,725,000 persons. What has been accomplished during the past eleven months in the administration of Emergency Relief has been due largely to the devotion and conscientious service of the County Emergency Relief Boards appointed by the State Board and of public officials and private relief agencies cooperating with the County Boards.

The paramount responsibility of the Commonwealth and of every person associated with it in this vast undertaking is to render assistance to the unemployed and their dependents in a manner and in ways which will help them to maintain their self-respect and sustain their courage, which will strengthen, not impair, body and spirit.

August, 1933.

Section I

PURPOSE OF THE HANDBOOK

The primary purpose of this Handbook is to help County Emergency Relief Boards to administer relief efficiently, economically, and with proper consideration for the welfare of the individual and of the State.

The Handbook is a codification and summary of rulings, regulations, and procedures thus far established by the State Emergency Relief Board, together with such additional material as is needed to crystallize the experience to date and to present a clear statement regarding the organization, policies, and methods of administration of Emergency Relief in Pennsylvania.

This book is not intended for general distribution. It is designed for practical use by members of County Emergency Relief Boards, County Executive Directors, County Supervisors, County Auditors, and other officials and agents of County Boards. It is intended as a guide for all persons actively engaged in the administration of Emergency Relief funds within this Commonwealth.

The book is published in loose-leaf form to facilitate the insertion of additions and revisions which will be sent out from time to time by the State Board. Numbered copies are issued from the office of the State Board to specified persons upon request of a County Board or other responsible agency or individual. The name and address of each custodian of the book is registered in the State Board office in Harrisburg so that the contents of the book may at all times be kept up to date with additions or changes.

For the sake of brevity, throughout the text of the Handbook the State Emergency Relief Board (SERB) is referred to as the "State Board", and the term "County Board" is used in place of County Emergency Relief Board (CERB).

Section II

ORIGIN OF PENNSYLVANIA EMERGENCY RELIEF SYSTEM

The State Emergency Relief Board was created and its powers and duties were prescribed by the Act of the General Assembly, approved August 19, 1932, P. L. 88, commonly called the "Woodward Act".

The Act stipulates that the program adopted by the State Board shall provide, among other things, for—

- (1) equitable allocation of moneys for expenditure in various counties according to local needs and to the amount of local funds available;
- (2) the method and manner of distributing relief; the selection of existing agencies, and the creation, if necessary, of new agencies, through which such distribution shall be made;
- (3) co-ordination of all relief activities, whether financed by State or Federal funds.

1. Sources of Funds

Funds administered by the State Board are derived from two sources, namely, the Commonwealth of Pennsylvania and the Federal Government.

State Funds

- (1) A State appropriation of \$12,000,000 made available by the Act of General Assembly, approved August 19, 1932, P. L. 90, and paid over to the State Board in stated monthly installments, commencing with the month of September 1932 and ending with the month of March, 1933. The Act provided that such monthly installments be allocated to the respective counties in the ratio which the estimated number of unemployed in the county should bear to the estimated total number of unemployed in the entire Commonwealth as shown by the latest available statistics prepared by the Department of Labor and Industry of the Commonwealth of Pennsylvania.
- (2) A State appropriation of \$2,000,000 made available by the Act of General Assembly, approved March 30, 1933, (Act

No. 1A) and paid over to the State Emergency Relief Board at the rate of \$1,000,000 per month for the months of April and May, 1933. This Act provided that the monthly installments be allocated to the counties by the State Board on the same basis as described in the case of Act of 1932 above.

- (3) A State appropriation of \$5,000,000 made available by the Act of General Assembly, approved April 12, 1933, (Act No. 3A) and paid over to the State Emergency Relief Board in monthly installments to be used for relief for the months of April and May, 1933. This Act provided that the State Board should allocate these funds to the counties on the basis of need as determined by the State Board.
- (4) An appropriation of \$18,000,000 made available by the Act of General Assembly, approved May 22, 1933, (Act No. 172) to be expended by the State Emergency Relief Board in the several counties on the basis of need, as determined by the State Board, for the period commencing June 1, 1933.
- (5) An appropriation of \$20,000,000 made available by the Act of General Assembly, approved May 26, 1933 (Act No. 262), *contingent* upon the adoption by the electors at the municipal election in November, 1933 of a proposed amendment to article nine of the Constitution of Pennsylvania, which amendment authorizes the State to borrow funds for this purpose.

Federal Funds

- (1) Advances made to Pennsylvania by the Reconstruction Finance Corporation upon application of the Governor, in accordance with the Act of Congress, known as the "Emergency Relief and Construction Act of 1932," approved July 21, 1932, C. 520, 47 Stat. 709, 15 U. S. C. A. 601 et seq. The aggregate amount advanced to the State of Pennsylvania under this Act for the period commencing September 1932 and ending May, 1933, was \$34,929,875.
- (2) An Act of Congress approved May 12, 1933, C. —, — Stat. —, (H. R. 4606) providing an aggregate amount for relief of \$500,000,000. This Act provides for outright grants by the Federal Administrator, created under the Act, to the several States. *Sections 4 and 5 of this Act are as follows:*

"Sec. 4. (a) Out of the funds of the Reconstruction Finance Corporation made available by this Act, the Administrator is authorized to make grants to the several States to aid in meeting the costs of furnishing relief and work relief and in

“relieving the hardship and suffering caused by unemployment in the form of money, service, materials, and/or commodities to provide the necessities of life to persons in need as a result of the present emergency, and/or to their dependents, whether resident, transient, or homeless.

“(b) Of the amounts made available by this Act not to exceed \$250,000,000 shall be granted to the several States applying therefor, in the following manner: Each State shall be entitled to receive grants equal to one third of the amount expended by such State, including the civil subdivisions thereof, out of public moneys from all sources for the purposes set forth in subsection (a) of this section; and such grants shall be made quarterly, beginning with the second quarter in the calendar year 1933, and shall be made during any quarter upon the basis of such expenditures certified by the States to have been made during the preceding quarter.

“(c) The balance of the amounts made available by this Act, except the amount required for administrative expenditures under section 3, shall be used for grants to be made whenever, from an application presented by a State, the Administrator finds that the combined moneys which can be made available within the State from all sources, supplemented by any moneys available under subsection (b) of this section, will fall below the estimated needs within the State for the purposes specified in subsection (a) of this section: Provided, That the Administrator may certify out of the funds made available by this subsection additional grants to States applying therefor to aid needy persons who have no legal settlement in any one State or community, and to aid in assisting cooperative and self-help associations for the barter of goods and services.

“(d) After October 1, 1933, notwithstanding the provisions of subsection (b), the unexpended balance of the amounts available for the purposes of subsection (b) may, in the discretion of the Administrator and with the approval of the President, be available for grants under subsection (c).

“(e) The decision of the Administrator as to the purpose of any expenditure shall be final.

“(f) The amount available to any one State under subsections (b) and (c) of this section shall not exceed 15 per centum of the total amount made available by such subsections.

“Sec. 5. Any State desiring to obtain funds under this Act shall through its Governor make application therefor from time to time to the Administrator. Each application so made shall present in the manner requested by the Administrator information showing (1) the amounts necessary to meet relief needs in the State during the period covered by such

“application and the amounts available from public or private sources within the State, its political subdivisions, and private agencies, to meet the relief needs of the State, (2) the provision made to assure adequate administrative supervision, (3) the provision made for suitable standards of relief, and (4) the purposes for which the funds requested will be used.”

Section III

ORGANIZATION OF STATE EMERGENCY RELIEF BOARD

1. Composition of the State Board

The State Board consists of the following officials:

The Governor
The Lieutenant Governor
The Auditor General
The State Treasurer
The Speaker of the House of Representatives

By invitation of the Board, the Attorney General and the Secretary of Welfare meet regularly with it in an advisory capacity. The Board meets frequently and gives detailed consideration to questions of policy and program in the administration of Emergency Relief.

2. Administrative Divisions of the State Board

THE EXECUTIVE DIRECTOR is the chief administrative officer of the State Board. He directs all administrative activities and is in charge of all emergency relief activities of the State and County Boards and all divisions and employes are responsible to him.

Accounting Division

It is the function of the accounting division, headed by the COMPTROLLER, to maintain all accounting records in regard to Federal and State unemployment relief funds and their expenditure; to establish and supervise methods of financial control, record keeping, and office management for the County Boards; and to maintain any other accounts that are necessary for the control and supervision of emergency relief activities.

The control of the accounting procedure of the County Boards is accomplished through a staff of field accountants under the direction of the SUPERVISOR OF FIELD ACCOUNTANTS.

Research and Statistics Division

This division, in charge of the DIRECTOR OF RESEARCH AND STATISTICS, plans and directs the assembly of unemployment relief data; it devises the methods and prepares the forms which are used by the County Boards to provide the information required by the State Board and by the Federal Emergency Relief Administration. This division also studies relief operations with a view to improving methods and standards.

Field Division

The State has been divided into eight field districts, to each of which has been assigned a field representative.

The field representatives serve the counties within their respective districts by interpreting the policies, rules, regulations, and procedures of the State Board, and by advising upon local problems of organization and administration. It is their function, also, to observe and to report to the State Board office local conditions and methods of relief administration.

The field representatives are not authorized to give instructions or rulings upon any problem involving matters of policy unless that policy has previously been determined by the State Board. Problems which call for ruling or determination of new policy by the State Board are referred to the Executive Director of that body by either the County Board or the field representative. The work of the field representatives is under the direction of the FIELD DIRECTOR, who also serves as consultant on matters of relief policies, methods, and standards.

Division of Work Relief and Special Projects

It is the function of this division to plan and direct a State-wide work relief program, and to advise County Boards as to the methods of developing local cooperation. Each work relief project undertaken by a County Board must be submitted to the DIRECTOR OF WORK RELIEF, who is in charge of this division, for approval.

Bureau on Transients

A Bureau on Transients has been established in conformity with the policies and rulings of the Federal Emergency Relief Administration. It is the function of this bureau to develop and administer a State-wide program of relief for transients and to advise County Boards in carrying out such program.

Personnel Division

It is the function of this division to examine the qualifications of County Board employes and applicants; to assist the counties in the selection of adequate and capable personnel; to classify county employes according to function; and to review salary and wage rates.

Public Relations Division

This division is responsible for acquainting the public with the problems of unemployment relief throughout the State and with the program and operations of the State and County Boards.

Purchasing Division

This division has charge of all purchases made by the State Board. It also has charge of storage, maintenance, and distribution of shoes and clothing. It advises County Boards on sound methods of operation of local centers for such purposes, and on the rehabilitation of worn shoes and clothing, and works in close cooperation with an advisory committee on purchases.

Community Market Division

This division has general supervision over the maintenance of community markets or food commissaries. It studies details of operation, and advises County Boards upon sound methods for the purchase, storage, and distribution of food supplies.

Thrift Garden Division

This division plans and directs the Thrift Garden program. It advises County Boards upon methods of organizing thrift garden and conservation projects and maintains a general supervision over such operations throughout the State.

3. Advisory Committees

From time to time, the State Board has sought the advice and cooperation of outside organizations and has appointed advisory committees of specially qualified citizens to advise with the Board on specific problems affecting the administration of relief. Committees functioning at present are:

THE STATE EMERGENCY CHILD HEALTH COMMITTEE, which is widely representative of medical and lay groups specializing in that field and which is helping to establish and promote adequate standards for conservation of the health of children of the unemployed.

THE ADVISORY COMMITTEE ON PURCHASES, which is composed of experts who determine the specifications and methods governing purchases by the State Board. This committee also selects technical advisers who develop standards for each particular type of article, approve the purchase thereof, and accept or reject the finished product.

THE THRIFT GARDEN ADVISORY COMMITTEE, which assists in the promotion of practical plans for widespread development of garden projects and will study the results of such projects throughout the State for the current year with a view to establishing policies and standards for next year.

4. Allied Services

The State Re-employment Council was created by the Director of the United States Employment Service, and is composed of the Executive Director of the State Emergency Relief Board, the Director of the State Re-employment Service, the Director of the State Employment Service, and the Public Works Administrator in Pennsylvania.

Its function is to plan the development of the re-employment service, which is to be instituted in each county where no State employment office now exists.

It is also the function of the Re-employment Council to effect the proper co-ordination between the State Employment Service, the Re-employment Service, and the State Emergency Relief Administration.

The State Employment Service and the Re-employment Service are the agencies through which individuals will be selected for employment on all Federal Works projects.

The Public Works Administrator has made funds available for the employment of the office personel which is maintained in Harrisburg by the State Re-employment Director.

The Federal Relief Administrator has made funds available for the establishment of local re-employment offices.

Section IV

COUNTY ORGANIZATION AND CO-ORDINATION

1. The County Boards

Origin of the County Board

The State Board has created a County Board in each of the sixty-seven counties of the Commonwealth to act as the local representative of the State Board in the administration of State and Federal funds for the relief of the unemployed in the respective counties.

Powers of the County Board

County Boards derive all their powers from the State Board. They must function in strict accordance with the policies, regulations, and procedures established from time to time by the State Board and in conformity with the rules and regulations governing expenditures of Federal Emergency Relief funds.

County System of "Unit Control"

It has been the policy of the State Board to encourage County Boards to establish centralized systems of unified control of all emergency relief operations and expenditures. In order to carry out the regulations of the Federal Administration, this system has now been made mandatory. This method of administration, commonly known as the "Unit Control System," is essential for adequate supervision and proper regulation of relief disbursements. To be wholly effective, such a system must provide for—

- (1) Investigation of relief needs and issuance of relief orders by the staff of the County Board.

A case record, showing the composition and nature, the resources, and the relief needs of each family, or individual, applying for emergency relief. Where, because of the remoteness of the county office, detailed case records are kept in district offices, duplicates must be kept at the County Board Office.

- (2) Maintenance of adequate centralized accounting and statistical records which provides for an account of allocations to the County Board by the State Board, of relief and other expenditures incurred in the administration thereof, and of other relief activities.

Functions of the County Board

The primary function of each County Board is to develop a well co-ordinated county-wide plan for sound administration of Emergency Relief funds. The Board is responsible for seeing that persons in need are assisted in accordance with the standards of care and treatment approved by the State Board; that State and Federal funds are administered humanely as well as economically.

It is the duty of the County Board to ascertain from month to month the extent and type of emergency relief needs throughout the County, the sums required to meet those needs, the costs of administration, the local resources available for that purpose, and the additional amounts needed from the State Board. The County Board then lays those facts before the State Board from month to month in the form of a budget request for grants from State and Federal funds for these purposes. *All such budget information and applications for grants must be formally acted upon, month by month, at stated meetings of the County Board before being submitted to the State Board.*

Composition

The members of the County Board, who serve without compensation, are appointed by the State Board, which also designates the Chairman.

Vacancies

Where a vacancy exists in a County Board, that Board may make specific recommendations to the State Board for the filling of such vacancy. Any such recommendation must be made by resolution adopted at a meeting of the County Board and a certified copy of the resolution must be sent to the office of the State Board. Where a vacancy occurs in the office of Chairman the State Board designates a successor to the retiring Chairman.

Meetings of the County Board

It is necessary that all members keep in close touch with the Board's activities and problems. There must be regular meetings of the Board not less than twice a month. The date of one such meeting must be fixed month by month to accord with the date, designated from time to time by the State Board, upon which the formal monthly application for budget grants must reach the office of the State Board.

Special meetings may be held when necessary upon call of the Chairman.

There must be complete minutes of all meetings of the County Board and of committees responsible to it. These minutes will be examined by the field representatives of the State Board at the time of their periodic visits and must be shown upon request to other official representatives of the State Board.

THE CHAIRMAN of the County Board acts in much the same capacity as that of the Chairman of any business organization. He presides at meetings of the Board, calls special meetings and appoints any necessary committees from the membership of the Board or advisory groups. He maintains close working relations with the County Executive Director and keeps in touch with the various activities of the County Board staff.

THE SECRETARY of the County Board may be appointed from its membership by the Chairman, or the Chairman may designate some other individual to act in that capacity. The Secretary shall keep full minutes of all meetings, including all motions, communications to other agencies, and recommendations to the State Board.

The State Board considers only such recommendations from the County Board as have been approved by formal action of the latter body.

2. Federal Rules and Regulations in Relation to County Board Administration

Under the rules and regulations of the Federal Emergency Relief Administration, applicants for emergency relief must apply directly to the public agency authorized to administer Federal funds in Pennsylvania, i. e., the County Emergency Relief Board. Moreover, the need of the applicant must be determined and all such relief must be furnished directly to the applicant by a public official or public agent.

Definition of the Terms "Public Official" or "Public Agent" as Related to the County Board

"Public official" or "public agent," in the meaning of the term as used in Federal rules and regulations, includes every person who is engaged in carrying out the purposes of the County Board and, therefore, must be:

A member of the official staff of the County Board, responsible to the chief executive employed by the County Board to administer the entire organization of unemployment relief. This relationship must be made official by definite appointment and acceptance of such appointment.

The compensation of such County Board officials may or may not be paid from public funds. Such officials may be loaned by other agencies, but when so loaned they must become members of the official staff of the County Board.

Use of Personnel Loaned to the County Board by Other Agencies, Public or Private

The County Board may make use of personnel of other agencies provided—

That where such personnel is used for the giving of unemployment relief, it becomes for the time being an integral part of the County Board. The County Board must assume full responsibility over personnel loaned by other agencies.

That there be visible evidence of the integration into the County Board, as follows:

(a) The name of the County Board be clearly set out on the office door so that clients may know that they are applying to a public agency for relief.

(b) All order forms be those of the County Board; receipts be made out to the County Board; identification cards of relief workers be as staff members of the County Board, and relief workers at all times, in handling unemployment relief clients, report themselves as the accredited public agents or officials of the County Board.

(c) It is expected that on other matters than the determination of relief there will be cooperative relationships established between County Boards and other agencies, but the County Board shall not pay for supplemental services so rendered by other agencies, public or private.

3. Staff of the County Board

COUNTY EXECUTIVE DIRECTOR; Regulations Relating to Appointment, Compensation, Confirmation, and Tenure of Office

Each County Board, by appropriate resolution in form hereafter prescribed, may nominate an Executive Director. The Executive Director may be a paid employe, a loaned official, or a volunteer, but in any case must be in a position to devote as much of his or her time to the duties of such office as may be required. No member of a County Board may serve as Executive Director.

The appointment, compensation and tenure of office of the Executive Director are subject to the approval of the State Board.

Selection of the County Executive Director must be made in conformity with the general personnel policies of the State Board. (See heading "Personnel Policies" in this section of the handbook, also heading "Salaries and Wages" in Section XII A).

Procedure for Nomination of County Executive Director

The following is the form of resolution required to be adopted by a County Board as a means of notifying the State Board of the nomination by the County Board of an Executive Director.

FORM OF RESOLUTION

A meeting of the _____ County Emergency Relief Board was held _____ (date) _____ at _____ (place) _____ upon proper call of the chairman.

The following is a true copy of an extract from the minutes of the said Board:

Present: The following members of the Board were present, constituting a quorum:

(Name those present)

Upon motion of _____, seconded by _____ it was

RESOLVED, That the _____ County Emergency Relief Board hereby recommends to the State Emergency Relief Board of the Commonwealth of Pennsylvania, that _____ be appointed Executive Director of the

_____ County Emergency Relief Board at a salary of \$ _____ per month.

I hereby certify that the above is a true copy of an extract from the minutes of the above mentioned meeting, held at _____ (date).

..... Chairman

..... County Emergency Relief Board

Functions of County Executive Director

The functions of the Executive Director of the County Board, while varying somewhat in different counties, are generally as follows:

(1) He acts as executive and general manager of the County Board in relation to its entire program of service and administration.

(2) He is responsible to the County Board.

(3) He determines personnel specifications in accordance with such standards as the State Board may have prescribed for each position in the local administration.

(4) He appoints and dismisses members of the County Board staff, subject to the approval of the State Board.

(5) He assigns duties and delegates authority to members of his organization and supervises his staff directly or indirectly.

(6) He assumes primary responsibility and leadership in developing the most effective methods of service and administration.

(7) He co-ordinates services within the County Board organization.

(8) He acts as the official representative of the County Board in contacts with other organizations and with the State Board.

Personal and Technical Qualifications for Executive Director

(1) The director should have had experience in dealing with relief problems.

(2) He should, if possible, be acquainted with the general conditions with which he has to deal.

(3) He should possess qualities of initiative, resourcefulness, sound judgment, diplomacy, and general intelligence.

(4) He should provide leadership and should possess the ability to analyze local relief problems of the community, to organize the administration of emergency relief, and to interpret the work of the County Board to the community

(5) He should have an understanding of the principles of practical government and the ability to work with officials of the State and of its political subdivisions with whom he comes in contact

COUNTY SUPERVISOR

The County Supervisor must be properly qualified by training and experience in supervision of family case work. She is responsible to the County Executive Director.

The functions of this executive are as follows:

(1) To select, place, and supervise all workers, paid, loaned, or volunteer, engaged in interviewing, investigating, and determining the needs of applicants for relief.

(2) To plan and conduct meetings of staff members and volunteers for instruction in relief standards, methods, and procedures

(3) To carry out the routine of maintaining proper working relationships between the County Board and other relief agencies

COUNTY AUDITOR

The County Auditor must be properly qualified by technical education and practical experience in accounting to act as comptroller for the County Board.

The function of this officer is to maintain all records of account, to establish fiscal control, and to keep any other records as may be required from time to time by the State Board. The County Auditor is responsible to the County Executive Director, but direct contact between the former and the Comptroller of the State Board must be maintained in order that there may be a proper co-ordination of the accounting functions.

Relation of State Board Office to County Boards in Matters Pertaining to Personnel

The designation by the County Board of personnel to fill the offices of County Supervisor and County Auditor must be in conformity with the general personnel policies of the State Board. Appointment, compensation and tenure of office of each of these officials are subject to specific approval of the State Executive Director. The Personnel Division of the State Board office should be consulted for concrete suggestions as to qualified personnel available for these important positions and for personnel engaged in determining eligibility of applicants for relief.

Appointment of all personnel, the definition of functions and qualifications, and the determination of salary scales and number of employees of County Boards are likewise subject to specific approval of the office of the State Board. (See also heading "General Regulations Relating to Pay Rolls", in Section IV).

Importance of Adequate Personnel

Adequate and competent personnel is the key to economical use of relief funds. Humane consideration as well as good business principles demand that the State Board call the particular attention of the County Boards to this significant fact.

Rules and regulations established by the State Board in December 1932 set forth the following elements as being requisite to the development of a sound relief program:

(1) Adequate investigation to determine the actual relief needs of all applicants. For this purpose there must be sufficient trained personnel to insure that:

Those needing relief suffer no undue delay in receiving it

Those not eligible shall receive no relief

Those who have been accepted as recipients of relief shall be dropped from the list as soon as their need for relief ceases to exist

(2) Complete co-ordination between the County Board and other relief agencies. This includes clearing information on cases through a social service exchange or central index to insure against duplication in granting any form of relief. (See subheading "Regular Use of Social Service Exchange" in this section of the handbook)

(3) The establishment of an office organization sufficient to maintain all necessary records, to provide centralized fiscal control, and to conduct systematic audit of accounts.

Definition of the Term "Adequate Personnel"

The term means not only that the staff should be sufficient in number but also that all workers, paid, loaned and volunteer, be selected on the basis of their individual training, experience, and fitness for the particular type of work to which each is to be assigned.

Owing to wide variations in local conditions and in the local machinery by which emergency relief is administered throughout the Commonwealth, there can be no fixed rule by which a County Board may determine the number of supervisors, visitors or investigators, interviewers, or clerical assistants required locally to maintain the standards of relief practice approved by the State Board. Each local set-up must be worked out by the County Executive Director in conference with and subject to the approval of the office of the State Board. (See also "Federal Rules and Regulations" in this section of the handbook)

Personnel Policies

(1) General

The tenure of office of any person acting as a member, official or agent of any County Board may be terminated at any time by the State Board.

No person who is receiving a salary from the Federal Government, the Commonwealth of Pennsylvania or any political sub-division thereof, or who is actively engaged in a trade profession or business, or who is receiving any salary from a private individual, firm, association, or corporation, shall at the same time receive any salary as an employe of a County Emergency Relief Board.

(2) Personal Qualifications of Personnel

Staff members, paid, loaned, or volunteer, should possess the proper personal qualifications for the form of work undertaken. Those engaged in relief administration should be intelligent, patient, humane; they should not be animated by political ambition or personal curiosity; they should not be influenced by prejudice against any race, color, or creed.

(3) Work Hours; Vacations; Absence

Each employe of a County Board, if engaged for continuous services, shall work during such hours as the Chairman or Executive Director of the County Board shall require, provided that the working hours of stenographers, typists, and clerks shall not exceed 40 hours per week. Saturday afternoon shall be a half holiday.

Each employe shall be entitled, during each calendar year, to fifteen working days' leave of absence, with full pay. The annual leave of absence with pay shall be exclusive of Sundays and legal holidays. Saturday shall be considered as a half day in granting such leave of absence. Absence on account of illness or for any other reason may, at the discretion of the Executive Director, be deducted from the annual leave; otherwise, absence for illness or other reason shall be deducted from employe's pay.

No employe of any County Board shall receive salary or wages during absence from duty as a County Board employe while serving on jury duty.

Employes on payroll of the County Board for less than one year are entitled to vacation leave of one and one-quarter ($1\frac{1}{4}$) days for each full month employed.

The following holidays will be observed:

New Year's Day
Memorial Day
Fourth of July
Labor Day
Thanksgiving Day
Christmas

(4) *Compensation Insurance for Employees on State Payroll*

The State of Pennsylvania has provided, through the State Workmen's Insurance Fund, for workmen's compensation insurance for all employees who are on the payroll of the County Emergency Relief Boards.

A report of every accident to such an employee must be prepared in triplicate on Form SWIF 39 A, immediately after the accident. The original and duplicate must be sent to the State Board office at once. The triplicate is to be retained in the County Board office.

Section 1 of the report is to be filled in as follows:

On line "1. Name of Employer," insert "*State Emergency Relief Board.*"

On line "1(a). City or Town," insert "*Harrisburg, Pennsylvania.*"

On line "1(b). Office Address," insert "*Museum Building.*"

Lines (c), (d), (e), and (f) should be filled in as specified.

All accidents must be reported within forty-eight hours.

The foregoing applies only to regular employees of County Boards who are continuously employed within the meaning of the Workmen's Compensation Law.

4. Volunteers

Essential Value of Volunteer Service

The service of volunteers is essential. A well-balanced combination of paid workers and volunteers makes for good administration; neither can handle the great volume of emergency relief work alone. However, everyone who wishes to "help" is not necessarily equipped to give useful service. Great care must be shown in the selection and assignment of volunteers. The *confidential nature* of relief work must be constantly emphasized.

Volunteers should be urged to attach themselves to agencies al-

ready in the field rather than to form new groups. In this way their efforts will be kept closely coordinated with the activities of the County Board and of the State Board.

Enrollment of Volunteers

Volunteers may be recruited from clubs, church groups, etc. The name and address of each volunteer, together with information as to his or her special experience and abilities, should be kept on file in the central office of the County Board. Each volunteer should be assigned to the specific tasks or forms of work only for which he or she is best fitted.

Types of Volunteer Service

Some of the ways in which volunteers may help are the following:

- Motor service
- Clerical work in the office
- Home visits (under supervision of trained worker)
- Check-ups with employers on payrolls
- Sewing groups
- Garden projects
- Food conservation; distributing surplus food; canning, etc.

Basis of Selection of Volunteers for Home Visiting

Volunteers carefully selected because of their understanding of people, and ability to work with them, may be used as home visitors, provided they are made officials of the County Board and work under trained supervision. (See preceding pages of this section of handbook).

Training

Volunteers may be trained through conferences, study groups, individual study of suggested reading lists and by serving under trained workers. In order that they may have a clear understanding of the State Board policies, volunteers should be given opportunity to familiarize themselves with all instructions issued by the State Board and by the County Board or its executive officers.

Need for Regularity of Service

Volunteers should report regularly and promptly to perform the work for which they have assumed specific responsibility. *Casual service by volunteers is of no real value.* It may cause hardship to families, and it frequently wastes the time of executives and lowers office morale.

5. Federal Rules and Regulations Relating to Investigation and Service

Federal rules and regulations contain the following stipulations:

- (1) Each County must have at least one trained and experienced investigator on its staff; if additional investigators are to be employed to meet this emergency, the first one employed should have had training and experience. In counties where there are a number of investigators, there should be not less *than 1 supervisor, trained and experienced in the essential elements of family case work and relief administration, to supervise the work of the investigating staff.*
- (2) Registration records of all local applications for relief should be kept at a central office. Where no such central registration index now exists, one should be established by the local relief administration. This is absolutely necessary if duplication is to be avoided where there is more than one agency, either public or private, administering relief.
- (3) The minimum investigation shall include a prompt visit to the home; inquiry as to real property, bank accounts, and other financial resources of the family; an interview with at least one recent employer; determination of the ability and agreement of family, relatives, friends, and churches and other organizations to assist—also the liability under the poor laws of Pennsylvania, of members of a family, or relatives, to assume such support in order to prevent such member becoming a public charge.
- (4) Investigation shall be made, not only of persons applying directly to the office but also of those reported to it. In this emergency, it is the duty of those responsible for the administration of unemployment relief to seek out persons in need, and to secure the cooperation of clergymen, school teachers, nurses, and organizations that might assist.
- (5) There *must* be contact with each family through visits at least once a month, or oftener if necessary. The local field worker should be in sufficiently close touch with the family situation to avoid the necessity of applicants reapplying to the office for each individual order.
- (6) Investigators should not be overloaded with cases. While no exact standard is being set as to the number of cases per worker, the State emergency relief administrator should see to it that a sufficient number of workers are utilized in each local relief district to insure reasonable investigation procedure.

- (7) Relief should be given only to persons in need of relief, and on the basis of budgetary deficiency established after careful investigation.
- (8) Duplication of relief must be avoided, and every precaution should be taken to prevent overlapping of relief agencies, both public and private.
- (9) Frequent and careful reinvestigation should be undertaken at regular intervals in order to establish the continued need of those who are receiving relief in order to determine whether or not some member of the family may have obtained part or full-time work, which would indicate the necessity for cutting down or cutting off of relief. Where adequate staff for investigation is provided, under able direction and supervision, these reinvestigations may be carried out automatically and the relief rolls kept clear of those who do not qualify.

6. County Office Organization

Offices of the County Board

The County Board must maintain offices and application centers sufficient in number and so placed, geographically, as to provide satisfactory facilities for the administration of State and Federal Emergency Relief funds in the cities, towns, boroughs, settlements, and rural sections throughout the county.

Administrative Headquarters

One such office of the County Board is to be used as its general administrative headquarters, to be known as the "Office of the County Emergency Relief Board," referred to in this handbook as the "office of the County Board" or "County Board office."

This office may be located in the county seat or other city or town as local conditions, distribution of relief population, transportation systems, et cetera make feasible and desirable.

The County Board office should be adequate to house the executive officers, the central office staff, and all records and accounts pertaining to the unified control system of operation, previously referred to in this section of the handbook. This office must be conducted with business efficiency at all times and must be apart from centers for the receiving of applicants for relief. Its operation will be an example not only to the district offices of the County Board but to the public at large.

It is usually possible to secure adequate office facilities for this purpose rent free. If not, the rental charges must be provided from local funds.

(See section "Accounting—Administration Expenses")

District Offices of the County Board

The district offices of the County Board shall function within clearly defined territories. The number, size, and boundaries of such territories shall be determined by the County Executive Director, subject to the approval of the County Board and of the State Board. Such factors as density of population, volume of relief case load, transportation facilities, natural boundaries, political subdivisions, local conditions, et cetera are to be considered in this connection.

District offices must maintain a standard system of records and accounts in the manner required by the rules and regulations of the State Board office.

In large cities, the administrative operations of the district office should be conducted apart from the centers receiving personal applications for relief.

District office facilities must also be rent free or must be financed from local funds.

Number of District Offices

In most local communities the district office will be primarily an application center. Therefore, the chief factor in determining the location of district offices throughout the County is the geographic distribution of the relief case load. The number of district offices should be kept at the lowest figure consistent with efficient and humane operation. Multiplication of district offices beyond the actual need adds to operating cost and lowers efficiency of administration.

Application Centers

Application centers should be so located as to be convenient for the majority of the people whom such centers are intended to serve. Private homes should not be used for this purpose. Such offices must be open on definite days and for definite hours.

Space in each application center should be ample to avoid undue congestion of applicants, either outside or inside the office, at any time. Such space can usually be secured rent free. It should be adequately heated, lighted, and ventilated. School buildings or other community centers may be used for this purpose if no others are available.

Waiting rooms should be on the ground floor, if possible, and should have sufficient seating facilities. Applicants should never be obliged to stand in line nor wait a prolonged time. They may be given a number upon arrival and called in turn.

Small rooms, or at least screened-off desks, are desirable for private interviews. Such facilities help to maintain the confidential nature of the interview and thus preserve the self respect of the applicant. See section "Methods of Administering Relief to Families in Need")

Regular Use of Social Service Exchange

The State Board requires that County Boards shall regularly clear all applications, for direct relief and work relief, in a social service exchange (central index). This should be done daily to prevent waste of money and effort through overlapping and duplication. (A general description of the purposes of a social service exchange and its plan of operation follows in this section of handbook.)

If no social service exchange exists the County Board shall consult the office of the State Board about necessary steps in organizing one. In every community it is possible to work out some practicable arrangement to provide this essential feature of relief administration.

In addition to daily "clearing" through a social service exchange, *the County Board must maintain in its own administrative offices a master file containing the names, addresses and relief disbursements for each and every family or non-family individual within the County receiving assistance from State and Federal Emergency Relief funds.* Such a master file in the County Board office is all the more essential in counties having no social service exchange.

Records and Filing System

Each application center of the County Board must keep a chronological list of all applications, a case record of each family or non-family individual assisted, including dates, amounts and kind of relief given, copies of all correspondence, etc. Details of record keeping are described fully in Section VII under sub-heading—"Family Relief Records."

Clerical Staff

Adequate clerical service is essential. In many communities it is possible to secure volunteers proficient in various forms of clerical work.

Office Equipment

Desks, files, typewriters, adding machines, chairs, etc., should be adequate to maintain the level of efficiency demanded by good business practice. Most of such equipment can usually be borrowed from business corporations.

State Board Rulings With Relation to Custody of Records and Accounts

The ruling of the Federal Emergency Relief Administration, which prohibits designation by the County Boards of other agencies, public or private, to act as agents of the County Boards in administering Federal Emergency Relief funds, became effective August 1, 1933. Where such other agencies, public or private, have been acting as agents of County Boards, and reorganization to comply with Federal rules is not fully completed the following ruling of the State Board is applicable:

- (a) All case records, accounting records, and other pertinent data accumulated in connection with the administration of State or Federal relief funds are the property of the State Board and must be surrendered upon formal request of the County Board or the State Board at any time.
- (b) All such records and data must be open to examination, inspection, and audit at any reasonable time by any duly accredited agent of the State Board or the County Board, and shall be subject to audit by the Auditor General at any reasonable time.

7. Local Publicity Relative to Work of County Boards

Constructive Publicity

Constructive information concerning unemployment relief work should be carefully disseminated by the County Boards in co-operation with newspapers and with civic organizations in the county. Thoughtfully prepared news releases and well planned talks before civic organizations, churches and clubs are invaluable in keeping the community properly informed about the work. The policies and the practice followed by the County Board in trying to care for the needs wisely should be made familiar to all citizens of the community. Their full cooperation will come only with complete understanding of the problems involved. Moreover, through publicity channels a careful explanation of the purposes and limitations of the relief work can be made a factor to dissuade ineligible persons from applying for assistance.

On the other hand, publicity relative to large sums for relief, the receipt of a shipment of clothing, shoes, flour, etc., inevitably results in a sudden rush of new applicants for aid, making proper investigation impossible. Funds and relief in kind are thus wasted or are diverted from really needy families. Such demoralizing publicity practices must be avoided.

Under no circumstances are lists of recipients of direct relief or of work relief to be published in newspapers. Names and other information about families must not be turned over to organizations or to individuals other than those acting as accredited agents of the County Board, of the State Board or of the Auditor General, or others having a legitimate interest in the record.

Reporters, editors and publishers are usually ready to assist the County Board in releasing news items of such content and timeliness as will best serve the welfare of those now dependent on the State for the necessities of life.

8. Importance of the Social Service Exchange (Central Index) in Relief Administration

Regulations of the State Board governing administration of relief by County Boards require that there be complete coordination not only between the County Board and its District offices but with all relief giving or other welfare agencies. This effort toward co-ordination includes centralized clearing of identifying information on all cases. *This practice is necessary to insure against duplication in granting any form of relief, whether food orders, milk, fuel, shoes, clothing or work relief. It is essential also that all applications for either direct relief or work relief be registered regardless of whether or not relief is granted.*

Purpose and Value of Social Service Exchange

The machinery through which such centralized clearing is effected is the social service exchange, sometimes called "Central Index." It is an alphabetical card index which records the names, addresses, and other identifying information of individuals or families which are receiving relief or service from social agencies of various types in the community. The cards should contain no data as to the detailed needs or history of the individual or family, or the amounts of relief given; they are intended to list only the names of such agencies as have had contacts with the individual or the family and the date of each contact, respectively.

The social service exchange eliminates duplication, prevents waste of time, energy, and money, increases the effectiveness of social agencies, and protects the families from the confusion of **conflicting advice**.

In times of emergency such as the present it is even more important than in normal times to provide for central registration of families and individuals applying for relief. This is especially true where there are a number of agencies giving relief, and where there are work relief activities. It is even true in those areas where one agency such as the County Board does the bulk of the work.

Who Should Use the Exchange

All public and private agencies administering relief, and all other organizations working in closely allied fields, should be encouraged to use the exchange. This includes churches, industries, lodges, unions, etc.

Plan of Operation

An exchange should be a cooperative venture. It is often sponsored by a council of social agencies. (See next page) In any case, a committee representative of both public and private agencies should be directly responsible for management of the exchange.

It is desirable that registration cover natural areas of population. The exchange should be organized on a county-wide basis.

In large metropolitan areas, or where cities are in close proximity, one large, well-equipped, central exchange may serve two or more counties more efficiently than separate exchanges in each of the localities.

Organizing An Exchange Where None Exists; Advice on Details of Set-up and Operation

Before assisting in the organization of a new social service exchange or in the reorganization of an old one, the County Board should consult the State Board office which will, if necessary, put the County Board in touch with persons competent to advise upon special phases of this subject, including details as to the set-up best suited to a particular community and as to the mechanics of operation.

9. Community Planning and Cooperation

Effectiveness of the work of the County Board depends in great measure upon the extent to which all agencies, public and private,

religious and secular, join in a common purpose to render every possible assistance to the victims of the present emergency.

In some communities and counties there is a co-ordinating body, known as the Council of Social Agencies, Community Council, or Welfare Council which cooperates with the County Board. Such a council has among its purposes the development of better cooperation among member agencies, the gathering of facts as to local conditions, the study of unmet needs in the community, and interpretation of social needs to the community as a whole.

In smaller communities or rural areas, where specialized welfare agencies are few, similar co-ordinating bodies may be organized with representatives from religious groups, chambers of commerce, men's service clubs, women's civic clubs, labor organizations, granges, fraternal groups, etc.

Such a council meets regularly to discuss community matters or agency problems. In this way community teamwork and a better basis for sound community planning and action are developed. *The problems growing out of the present emergency are too numerous and complex for handling by the County Board alone or by any other single group or agency.* In every county more than one group is necessarily concerned with the administration of relief.

One such council, through standing committees on housing, recreation, leisure time activities, health, gardening, sewing, and loans and mortgages, has helped the local County Board towards a solution of various difficult matters. It has averted a large number of threatened evictions. It is developing a plan to provide rent-free dwellings fit for habitation, has secured free legal advice for families about to lose their homes, and in a number of instances has arranged for mortgage readjustments. It has assumed responsibility for planning and directing an extensive thrift garden project, has given food demonstrations, has opened vacant rooms for reading and games, and has stimulated projects for recreation among young people.

Where no such council or similar co-ordinating body exists, the County Board would do well to assist in the promotion of a council; or at least, a co-ordinating committee representative of various welfare and relief groups in the County.

10. Rulings of Particular Importance

Restrictions in Relation to Personnel of County Boards, Committees and Staff

- (1) No person benefitting directly from the trade of recipients of emergency relief funds administered by the County Board shall be a member of a County Board or serve in any office

wherein there is a responsibility for passing upon the eligibility of the recipients of emergency relief.

- (2) No employers of labor shall directly or indirectly act as agents for the issuance of emergency relief orders to their own employes, nor shall employers directly or indirectly pass upon the eligibility of their own employes for emergency relief. Grocers, or others, directly interested in the trade of recipients, shall have no part in determining eligibility for relief or in issuing relief orders to recipients.
- (3) No recipient of emergency relief shall serve in any capacity where there is a responsibility for determining or meeting the relief needs of others.

Emergency Relief Administration in Relation to Strikes

County Boards shall take no part in strikes or other industrial disputes. It is a basic policy of the State Board, that under any or all conditions, emergency relief be given solely on a basis of the actual need of the individual family.

In this connection the Federal Administrator has issued the following statement:

“The Federal Emergency Relief Administration is concerned with administering relief to the needy unemployed and their families. Each case applying for relief to the local emergency relief agencies should be treated on its merits as a relief case wholly apart from any controversy in which the wage earner may be involved.

“The Federal Emergency Relief Administration will not attempt to judge the merits of labor disputes. State and Federal agencies as well as courts exist which are duly qualified to act as arbiters and adjusters in such disputes.

“Unless it be determined by the Department of Labor that the basis for the strike is unreasonable and unjustified, the Federal Emergency Relief Administration authorizes local relief agencies to furnish relief to the families of striking wage earners after careful investigation has shown that their resources are not sufficient to meet emergency needs.”

Section V

WHO IS ELIGIBLE FOR RELIEF—GENERAL RULES

Persons who have resided in the State of Pennsylvania for one year prior to date of application for relief, and who because of unemployment are without sufficient resources to provide the necessities of life for themselves and their dependents are eligible for assistance from State and Federal emergency relief funds as *residents* of the State. Where residence has been established in Pennsylvania for less than one year, applicants may be eligible for relief as *transients* under the Federal Emergency Relief Act, out of Federal Emergency Relief funds. There shall be no discrimination because of race, color, religion, citizenship, or politics.

Families, or non-family individuals, whose needy circumstances arise from factors or conditions which would not be improved with the spread of opportunity for employment are not proper charges against State and Federal emergency relief funds. They should be cared for from local tax funds or by private agencies or other private sources. *County Boards, therefore, must not assume responsibility for the care of chronic relief cases which, under the general poor laws, should be cared for through relief provided by directors of the poor.*

There is no fixed economic standard or scale which County Boards generally may use as a gauge by which to determine whether or not a family is eligible for relief. That must depend on all the circumstances of each case.

Each County Board shall, subject to the approval of the State Board, establish the weekly amount required locally to provide the basic necessities of life for families of various sizes and age groups and the weekly food allowance needed to maintain the health of each of the various types of families.

The following factors enter into the determination of the amount of individual grants:

- (1) Many families have fluctuating income from one or more members with part-time, full-time, or occasional employment.
- (2) Many families or individuals receive financial assistance or relief in kind regularly, or occasionally, from such sources as relatives, friends, private agencies, and former employers.
- (3) In many instances two or more families are living together under one roof. In such instances the State Board has ruled as follows:
 - (a) Two or more families living together under one roof who are pooling their resources should be treated as one family.

- (b) Single persons living with families to whom they are related are to be counted as members of the family, and the amount of the weekly food grant should be determined accordingly.
- (c) Unattached persons living with families with whom they have no blood relationship, should be considered as boarders and allowed the grant to which an individual is entitled if living alone.

The methods and processes by which the eligibility of a family or non-family individual is to be determined are described fully in Section IV under the subheading, "Elements of a Sound Relief Program," and in the section entitled "Methods of Administering Relief to Families In Need."

In the case of work relief, additional care should be taken to make sure that the applicant is qualified in physical ability, skill, and mental attitude for the work assigned.

Section VI

DIRECT RELIEF AND WORK RELIEF— GENERAL DEFINITIONS

State and Federal funds are being used for two general types of relief—Direct Relief and Work Relief.

General Definition of terms “Direct Relief” and “Work Relief”

- (1) The term “*Direct Relief*” is commonly used to designate direct grants to families (or non-family individuals) in their homes. Any direct relief furnished in Pennsylvania at present, through State or Federal funds, is furnished either in kind,—that is, in the form of food, milk, fuel, shoes, etc.,—or in orders upon vendors of such articles. (For further details, see sections entitled “Methods of Administering Relief To Families” and “Types of Relief—General Description.”)
- (2) “*Work Relief*” may be defined as useful work which is undertaken for the primary purpose of extending aid to the needy unemployed by means of work instead of through direct relief. *Work relief is assigned to applicants on the basis of the family need only, taking into account the capacity and general fitness of the individual for such work as may be available.*

The procedures to determine the eligibility of applicants for either type of relief are the same. *There must be adequate investigation of each individual application before relief of either type, in any form, is granted.* (See Section entitled “Methods of Administering Relief to Families in Need”)

There must be close co-ordination of direct relief and work relief activities. They should not be considered separate divisions of the County Board’s functions. There should be but one staff of investigators, working under trained supervision.

Centers receiving applications for relief of any kind should be so operated that persons asking assistance in whatever form need feel no shame nor loss of self respect in so doing.

It is undesirable to set up separate quarters to receive applications for work relief alone. It is sometimes necessary, however, in large communities to maintain a separate office to which the eligible applicant for work relief may be referred by the investigating staff after investigation has determined the extent of the individual family’s need. In any case it is essential that separate files be maintained for the purpose of listing eligible applicants for relief according to trades

or occupations (with physical capacity of each individual noted also) and according to localities in which they reside, in order that the individual may be placed at work within reasonable distance from his home.

Maintenance of separate centers of application for work relief increases the cost of administering relief, adds to the problem of proper co-ordination of various forms of relief giving, and implies in itself a false distinction between persons who for one reason or another make application for direct relief and those applying for work relief.

County Boards will note that work relief is not to be confused with public works. The one is a form of relief, a temporary expedient; the other offers employment at real wages. The former is planned and directed by County Boards, in conformity with the rules and regulations of the State Board, and is financed from State and Federal Relief funds; the latter is conducted by other departments of the State and of the Federal governments, as part of a nationwide program to provide employment. **Applicants for such employment must register at the offices of the State Employment Service or the Re-employment Service. Offices of the County Boards must not be used for this purpose.** County Boards will, however, maintain close cooperation with all such employment centers, to the end that persons on relief lists may be given every opportunity for re-employment. (See heading "Allied Services," in Section III).

Section VII

METHODS OF ADMINISTERING RELIEF TO FAMILIES IN NEED

1. Attitude of Interviewers

Anyone who applies for help feels at a disadvantage. One man may be timid or fearful, the next embittered and resentful, the next blustering and demanding. The first task of the interviewer is to put an applicant at ease, to make him feel that it is not a matter of his being "worthy" or "unworthy," but that the primary purpose of the questions asked him is to determine *whether or not he is eligible for help under the law and the rulings of the State Board.*

Trained workers should be stationed at the "intake" or reception desks, to interview new applicants. Politeness, a quiet voice, and genuine sympathy are absolutely essential to convince an applicant that the County Board is concerned about him and his needs. It is possible even to refuse relief without rousing anger, provided the applicant understands why he is not eligible. An applicant must not be refused relief because he belongs to a particular racial group, political party, religious denomination, or labor group; nor merely because he owns property, if it brings no income; nor for any reason other than because he is not in actual need or does not qualify under the law and the regulations of the State Board.

2. Interviewing an Applicant

The first interview requires not less than fifteen minutes to get even a slight idea of the needs of the family. If possible, the man of the family should be interviewed rather than the woman. Children should not be sent to the office by the parents nor questioned by the worker. After the applicant has given names of members of the family, with addresses, this information should be "cleared" through the record files and through the social service exchange, or whatever central index is available,* to ascertain immediately whether any other agency is giving relief. The interviewer then proceeds to secure from the applicant the balance of the information called for on the family record form or application sheet.** All entries should be written legibly in ink, or typed, if possible. An interview that opens with a discussion

*See preceding Section, subheading entitled "Regular Use of Social Service Exchange."

**Form SERB-2 and Form SERB-3, formerly used for these purposes, have been combined in one form, issued August, 1933.

of the man's former employment, how long he has been out of work, and how the family has been managing since that time usually leads to his answering the other necessary questions without hurting the pride of the applicant and making him feel resentful.

3. Temporary Relief Pending Home Visit

Temporary relief may be given at time of first interview if it is clear that the family is without means to provide food. In giving temporary relief, the worker explains to the applicant that a home visit will follow soon and that references will be consulted. If possible, one reference should be reached by telephone before temporary relief is given.

4. References to be Consulted

At least two reliable references, a doctor or a minister, for example, in addition to relatives and employers, should be consulted as to the financial condition of the family. When an applicant is working at irregular intervals, payrolls should be examined frequently. Industries, banks, and postal savings should also be checked. Neighbors are not a desirable source of information, nor is it fair to talk about unemployed families to their immediate neighbors.

5. Home Visits

A visit to the home of applicant should be made soon after the office interview, within forty-eight hours if possible. The visit is not for the purpose of "spying" on the family. A worker must bear in mind that she is in the home in response to the request of the family. Opening closet doors or prying into cupboards may check deceit in an occasional instance, but such action injures the self-respect of the great majority of families.

The home visit offers an opportunity for the investigator to establish a friendly relationship with the members of the family. The worker may be able thereby to help them face their problem with courage. She should gain their cooperation in planning for themselves.

The visit also affords a better means for explaining carefully to the family the rules as to eligibility for assistance from State and Federal funds and the limitations of all relief funds.

6. Particular Points to be Covered in Home Visit

In general, the visit to the home is made primarily to ascertain:

- (a) Whether the family lives at the address given
- (b) Whether there are acute or serious health problems

- (c) What plans, if any, the family has worked out to meet its own problems
- (d) Whether the family knows how to spend relief grants to best purpose
- (e) What changes, if any, there have been in the family income or the number in the household
- (f) Whether relief should be given and in what current amount to accord with changing circumstances

The visitor should not interfere in family problems which may present situations contrary to her own social and moral standards, but which are not related to the question of the need for relief. Relief is not to be used as a club to induce "right" conduct.

7. Follow-up Visits

Re-visits to the home should be made weekly, if possible, and in no case less frequently than once a month.

In health problems, or in questions relating to the protection of children, the worker should ask help from a local agency working in that particular field. If no such agency exists, consult the field representative of the State Board for other suggestions.

8. Safeguarding Children

Children should not be permitted to beg, either from the County Board, on the street, or from hotels and restaurants. *Begging may result from granting insufficient relief to a family.* If the begging persists after relief has been given, the family welfare agency or the children's agency, if there be either in the community, should be requested to look into the matter more fully.

Children should be protected from discussions of family problems and relief procedures. Parents should be instructed not to send children to relief offices, and visitors to the family should not discuss its problems in the presence of the children, nor "pump" them in order to obtain information about the family.

9. Limitations of Visitor's Services

A threat to withhold relief as a weapon to induce "right" conduct or as a penalty for disregarding "orders" of the visitor at once breaks up any friendly relationship with the applicant. The State laws under which relief is administered contain no moral connotations.

The visitor must always guard against assuming simply the role of an investigator on the one hand, and on the other, of a person giving advice which the family cannot follow; she should not offer service which she herself, for lack of time or experience, cannot really render. The problem with which the visitor is primarily concerned is that of the economic need of the family. Any other services which she undertakes for the family should be such as any intelligent friend or neighbor might render. She should exercise great care not to undertake services for which an organized agency already exists in the community.

10. Helping the Family to Make Adjustments to Changing Income

From time to time as the family income or the number in the household may change, relief should be adjusted to meet the change. Many families do not know how to make best use of relief, especially food relief, if it differs from the type of food they have used in the past. The visitor should make every effort to assist the family to secure food to which they are accustomed, provided it is a balanced diet, and at the lowest possible cost.

11. Basic Necessities of Life

The value of the dollar differs in urban, rural, and mining communities; hence, the amounts of relief granted must vary accordingly. It is not possible, therefore, to make a uniform weekly relief budget for the entire State. However, the basic necessities of life are the same everywhere.

A complete relief program would provide shelter, light, heat, food, clothing, household necessities (soap, matches, etc.) and medical care. Some of these can be given from State and Federal funds; some must be secured if possible from private agencies, from local public funds, or from philanthropic individuals. The forms of relief which may be given at present, under rulings of the State Board, are defined in section IX, "Types of Relief—General Description;" procedures relating thereto are described fully in Section XII, "Accounting."

12. Estimating Weekly Relief Needs

After the various financial resources of the family have been estimated and totalled, deduct that total from the estimated total cost of the minimum essentials; the difference in these sums indicates the amount of relief needed. Such potential sources of income as fraternal and union benefits, veterans' funds, part-time or occasional earnings, income from lodgers or boarders free rent in return for services, and relief in kind from relatives or friends or as payment

for services should all be taken into consideration in computing the total resources of the family.

Adequacy of Relief—Federal Definition

Rules of the Federal Relief Administration contain the following statement, applicable to either work relief or direct relief:

"Relief shall be given as provided in this act to all needy unemployed persons and/or their dependents. Those whose employment or available resources are inadequate to provide the necessities of life for themselves and/or their dependents are included.

"This imposes an obligation on the State emergency relief administration and on all the political subdivisions of the States administering relief, insofar as lies in their power, to see to it that all such needy unemployed persons and/or their dependents shall receive sufficient relief to prevent physical suffering and to maintain minimum living standards.

"It also imposes an obligation on the part of the State emergency relief administration and the local relief administration to see that no relief is given to persons unless they are actually in need, and that such relief as is allowed is adjusted to the actual needs of each individual or family.

"At the same time the obligation exists to develop maximum efficiency and economy in the furnishing of relief, with a minimum of delay in providing relief to those in distress.

The amount of relief to be given must be based on the following:

"(1) An estimate of the weekly needs of the individual or family including an allowance for food sufficient to maintain physical well-being, for shelter, the provision of fuel for cooking and for warmth when necessary, medical care and other necessities. Taxes may be allowed in lieu of allowances for shelter, and not to exceed the normal rent allowance—providing such tax allowance is necessary in order to maintain the shelter or home of the relief recipient.

"(2) An estimate of the weekly income of the family, including wages or other cash income, produce of farm or garden, and all other resources.

"(3) The relief granted should be sufficient to provide the estimated weekly needs to the extent that the family is unable to do so from its own resources."

13. Life Insurance Adjustments

Workers are often bewildered by the problem of advising families intelligently regarding life insurance matters. Three large insurance companies have formed an organization to furnish recommendations on request as to the possible adjustment of life insurance for dependent families. That organization,—the Life Insurance Adjustment Bureau, 450 Seventh Avenue, New York City,—will not only give advice on insurance adjustments, but will assist in making the adjustments through these insurance companies.

14. Government Benefits to Ex-Service Men

Agencies should make careful inquiry into the possibilities of obtaining government benefits for ex-service men. This is often a com-

plicated procedure, especially because of recent Federal legislation regarding such benefits. The local chapters of the American Red Cross should be consulted for information and assistance in these matters. Under certain conditions, the Pennsylvania Veterans' Commission furnishes some relief to ex-service men. (See section "Other Forms of Relief and Service to Residents of Pennsylvania.")

15. Family Relief Records (SERB Form 3)

Family records are essential to relief work. The record form used must be that furnished by the State Board.

The family record consists of the information recorded on the above mentioned record form (commonly called the "face sheet") together with copies of all correspondence relating to the family, and chronological notes clipped to the record form and filed with it, preferably in an individual folder. *Records must be filed in a safe place and must be regarded as confidential.* The record should be brief and specific. If an applicant is not eligible for assistance or for some other reason is refused help, the record should state the reason briefly and clearly.

The primary purpose of the family record is to furnish a picture of the family situation and the facts regarding present circumstances. Only in this way can the immediate needs of a family, possible sources of help, eligibility for aid from public funds, and kind of work which members of the family have done or can do be ascertained. These records not only save time but are a great protection to the applicant, to the extent that he is relieved of the necessity of telling his story over again, sometimes to different people, on his visits to the office.

Information to be recorded concerning families living in rural sections would vary somewhat from that concerning city dwellers but in general it would be much the same.

The recording of information concerning families must not be treated casually. The "face sheet" should be filled in with particular care because of the special significance of those items in determining the eligibility of the applicant for relief. The signature of both the applicant and the interviewer must be recorded, to impress upon each the necessity for an accurate statement of the circumstances and needs of the family.

(A section of the handbook "Specimen Forms" giving specific instructions in the use of SERB forms will be issued later).

All information should be definite, with dates (including day, month, and year) and addresses complete.

If the applicant knows that the person interviewing him has good

will and sympathetic understanding, he will be more responsive, realizing that this confidential information is needed to enable the visitor to help him to plan for the future. He would expect to give similar personal information were he opening a bank account, applying for credit at a store or for a position.

In addition to the face sheet there should be a running account of the visits to the family, with dates. These notes on home visits should cover comments on the conditions found, especially as to the health of the family, advice given, and work relief or direct relief granted.

All material relating to each particular family or non-family individual should be kept in a manila folder. This includes copies of letters written to or about the family. These folders should be filed alphabetically.

Indexes to Case Record Files

An alphabetical index giving name and address of each family or non-family individual should be kept on 3x5 cards. Index cards should be revised from time to time as addresses of families change.

In cities and towns it is important that in addition to the alphabetical index there be a separate card file (commonly known as a "street index") arranged according to street and number of house. This file not only serves to locate records of families having names difficult to spell, but helps to identify families using aliases and also reveals the doubling up of families.

The cost of clerical service to build up and maintain these files is insignificant compared with the ultimate saving in visitors' time and in relief expenditures.

16. Maintenance of Case Record Files

Responsibility for the maintenance of all case record files should be centered in some one person, preferably a trained registrar or file clerk.

Case records should not be taken from the office. There shall be no deviation from this rule except with specific authorization by the County Executive Director or the County Supervisor.

17. Case Committees

Persons applying to an agency for relief are likely to feel humiliated and discouraged by the very fact of having reached the end of their resources and having to ask for help. Some feel they have been treated unfairly in the disposition of their applications for relief or the amount of relief granted, and try to reach someone else in the organization in the hope of a review of their situation. For this and other reasons, it

is well to have a case committee, of five or seven members, appointed by the County Board, and meeting at regular intervals to review doubtful cases. Relief should not be withheld from any such family without an impersonal review of the circumstances of each by such local case committee or by the County Board.

18. Relationships Between Workers and Applicants

County executive directors, supervisors, and executives of cooperating agencies should impress upon the minds of all workers, paid, loaned, and volunteer, the great importance of maintaining proper relationships between workers and applicants.

Instructions to workers should lay emphasis upon the following:

The workers, paid, loaned, or volunteer, must not give casual employment to recipients of emergency relief. This ruling has been made because such employment has given rise to charges of exploitation of the unemployed by persons administering relief.

The worker should accept no personal favors from an applicant and should give none. No gift should be made to an applicant as a "personal" matter. This includes special gifts of money, clothing or other commodity that might ordinarily be considered outside the definition of unemployment relief.

A worker may accept no personal gifts or favors from business people. There is grave danger that the worker's motives may be misunderstood if he or she accepts such favors from people who might profit by orders from the County Board.

Any information coming to a worker in the course of his or her work, whether concerning the applicant, the County Board or other individual or agency, is confidential information and is not to be disclosed to anyone outside the office under any consideration. This includes the prohibition of conversations using names, addresses and other information regarding applicants or other persons with whom the worker is in professional contact. The worker should not discuss the affairs of office or applicant in places where he or she may be overheard, even in his or her own home. Careful attention must be paid to the protection of material in note-books, application blanks, reports, etc.

Section VIII

**CARE OF HOMELESS, NON-RESIDENT, AND TRANSIENT
FAMILIES AND INDIVIDUALS**

(to be issued later)

Section IX

TYPES OF RELIEF—GENERAL DESCRIPTION

There follows a general description of the types of relief and the sources from which they are being furnished, at present, under the rulings of the State Board. Procedures related to each of these types are described in Section XII, "Accounting."

1. Food Relief

Food relief is the principal type of relief which is now being supplied from State and Federal funds. Virtually all of the emergency food relief in Pennsylvania is supplied from these sources.

The State Board, through the several County Boards, grants food relief by two methods:

Food Order System

A food order for a stated amount is issued to the eligible applicant and he may use it to purchase from any vendor of food in Pennsylvania food-stuffs in the amount shown on the face of the order.

Milk Order System

In the past, milk has been distributed to relief cases by the Department of Health under the supervision of the County Nurses.

Effective September 1, 1933, the distribution of milk is being taken over by the State Emergency Relief Board and handled through the County Boards. Milk may be furnished only to families eligible for food relief, and then only when the family needs warrant such relief.

Community Market System

The community market or standardized commissary system is in use, in whole or in part, in several communities. Under this method, foodstuffs are purchased wholesale by the County Board or its accredited agent, and are furnished in the form of a balanced ration to eligible recipients of relief in exchange for orders on the community market for designated amounts of food, usually expressed in a given number of rations.

2. Fuel Relief

Fuel relief has been treated as the primary responsibility of the local

community, to be furnished from local resources. Where it has been demonstrated that local resources are inadequate to supply total needs, the State Board has granted supplementary relief for the purchase of fuel for cooking and heating.

3. Shoes

The State Board is furnishing shoes to supplement local resources where the latter are inadequate to supply local needs.

4. Clothing

No clothing is being furnished from State or Federal funds. However, quantities of cotton goods are being furnished still by the American Red Cross out of funds provided last year for the purpose by the Federal government.

5. Medical Care

Medical care and medical supplies are being furnished at present from local resources.

6. Thrift Gardens

A limited amount of money has been made available from Federal funds for the development of thrift gardens. Seed, plants, fertilizer, and material for spraying have been purchased from these funds within the limits of grants made to County Boards for this purpose.

7. Rents and Miscellaneous Items

Relief funds used for rent (given only in exceptional instances if at all) and for miscellaneous needs, so far as either of these items are being furnished, are supplied or financed entirely from local resources, public and private.

Section X

WORK RELIEF—Policies; Regulations; Standards

(to be issued later)

Section XI

GRANTS OF STATE AND FEDERAL FUNDS TO COUNTY BOARDS

Direct Grants are made to County Boards for food, fuel, administration expense, community market operating expense, and thrift gardens.

1. General Procedure

On or about the fifteenth of each month, the State Board requests each County Board to file application for funds for relief and for administration expenses (where necessary), to be made available for the succeeding month. The form of application is referred to below.

It is important that the utmost care be exercised in the preparation of the figures upon which such requests are made to the State Board. Occasionally, a sudden unforeseen change occurs in the local industrial conditions which may cause some variance from the estimate submitted by a County Board. However, such instances are exceptional.

It is required that the above-mentioned applications for grants and any other special grants requested by the County Board shall be formally acted upon at a stated meeting of the County Board before being submitted to the State Board.

2. Food Relief Grants

How to Estimate Food Relief Needs

When such estimates are being prepared, the following factors should be particularly considered:

- (1) The current number of families and of non-family individuals on relief. These figures should be determined by actual count of the number of cases being assisted at the time the estimate is made
- (2) *The actual average amount of relief per case granted by a County for the preceding month.* This average may be determined from the figures submitted on the monthly report (Form SERB 8a) for the preceding month, by dividing the amount of food relief furnished (Table 1-a, column 4) by the total number of relief cases (families and non-family individuals) assisted from State and Federal funds, [Table 2a, column 6 third line (net total)]. The figure thus obtained is the proper basis from which to estimate the

amount required per case for the succeeding month, *provided, no unusual condition exists which would modify the estimate. If there is such a condition, full explanation should accompany the request*

(3) The trend of the case load.

What is the immediate industrial outlook throughout the county? Will more or fewer people be gainfully employed during the succeeding month? Will seasonal employment on farms or other outdoor occupations lessen the local need resulting from unemployment, and to what extent?

Are more cases being dropped from the relief list per day than are being added, and what is the rate of decrease?

Is the number of relief cases remaining static? A consideration of the latter factor will assist in determining the average number of cases which may be expected to receive relief for the succeeding month.

By careful consideration of all the foregoing factors, reasonably accurate budget estimates may be arrived at. It is essential that utmost care be given to the computation of budget requirements.

Method of Application for Grant for Food Relief (Form 1c)

Blank forms are furnished monthly by the State Board for use of the County Boards in making application for food relief grant. The application, (one copy only), must be in the hands of the State Board on or before the date specified on form blank furnished.

This form provides spaces for the name of the County and date of application, as well as for latest available information as to the number of families and non-family individuals and total cases on relief. It calls also for the estimated number of cases that will need relief, the estimated amount of such relief, the estimated amount of funds on hand available for such relief, and the amount requested from the State Board.

Application for Grant for Milk Relief

Effective September 1, 1933, the distribution of milk for relief purposes, which has been handled by the Department of Health, is being taken over by the State Emergency Relief Board through the County Boards.

Effective for the month of September, 1933, and each month thereafter, the Application for Monthly Food Relief Grants, Form SERB-1c, should include the estimated milk requirements as part of the food relief requirements.

3. Fuel Relief Grants—Method of Application

There is no special form provided on which to make application for grants for fuel relief, inasmuch as grants for this purpose are made only to supplement local resources. Where it is definitely established that local resources must be supplemented, special request should be made in writing to the Executive Director of the State Board stating pertinent facts as to the requirements for fuel relief as the reason why it is necessary to request supplementary grant from State or Federal funds.

4. Shoes—Allocation of Funds

No grants are made direct to County Boards for shoes as such. Funds are set aside and used by the State Board for the purchase of shoes to be furnished only to those counties in which local funds for this purpose have been exhausted.

5. Thrift Gardens—Allocation of Funds

A separate and distinct grant is made to County Boards on the basis of the number of families on relief who have signified their desire to plant gardens.

6. Grants for Administration Expense—Method of Application

Grants made by the State Board for administration expense may be used to defray approved expense items of County Boards only, and may in no case be used to defray any expense whatsoever of any agency apart from the County Board.

Blank forms are furnished monthly by the State Board for use of County Boards in making application for administration expense grants. *The application must be in the hands of the State Board on or before the date specified in the application form.*

This form provides space for the name of the county and date of the application. Information is required concerning various sources of funds applicable to administration expense other than funds received from State Board. The following information, to support the request is required:

List of employes, giving name, position, and monthly salary of each; also the following:

- (a) Total salaries and wages
- (b) Postage
- (c) Transportation
- (d) Supplies

(e) Telephone and telegraph.

No commitments are to be entered into until the budget has been approved and the grant has been made by State Board.

7. Grants for Community Market Operating Expense— Method of Application

Blank forms are furnished monthly by the State Board for the use of County Boards (in counties operating community markets) for the purpose of making application for community market operating expense grants. The application, one copy only, must be in the hands of the State Board on or before the date specified in the form.

This form provides spaces for the name of the county and date of the application. A list of employees showing name, position, and monthly salary of each, also aggregate wages, and estimate of other allowable expenses is required.

8. Work Relief—Allocation of Funds

(Will be covered in section "Work Relief" to be issued later.)

Section XII

ACCOUNTING: Methods, Procedures, and Records

A. Food Relief—Retail Distribution

1. Food Relief Orders

The County Board issues Food Relief Orders (Form SERB-4) through its own central system of unified control.

Food orders must be signed by duly authorized officials or agents of the County Board. Space is also provided on the face of the order for the signature of the relief recipient, which should be secured wherever practicable at the time the order is issued.

Food orders prepared by hand must be written in duplicate with ink or indelible pencil. Care must be exercised to make the carbon copy legible. The name of a vendor must *not* be specified on the food order. Recipient must be permitted to exercise choice of vendors. In case of signature by mark, the witnessing agent should sign his name as well.

The maximum amount for which a single food relief order form may be issued is ten (\$10.00) dollars. If the weekly food requirements of a family are in excess of ten (\$10.00) dollars, a supplementary order should be issued in amount sufficient to meet the requirements for a week. It is suggested that when such an occasion arises the total week's requirement be divided about equally between the two orders. Food orders must be issued each week and must provide relief only for the current week. They may be sent through the mail to the applicant, provided at least monthly home visits are made.

Orders made out wrongly must be plainly marked "Void" and be retained in the County Board files.

The Act of General Assembly, No. 89, approved May 3, 1933, makes it a crime for any vendor to give in exchange for a food order, any money or any article except those indicated on back of food order.

Because of this Act, it is necessary that where purchase of kerosene, or similar approved commodity, is intended to be authorized, that fact should be especially noted on the order before it is issued. Any person who has information that a grocer or other vendor has given out cash or unauthorized articles in exchange for a food order should immediately report the facts to the County Board.

The recipient must be required by the vendor to sign the receipt in the space provided. The receipt is to be signed just prior to furnishing the food, and the vendor should for his protection compare

the signature on the back with the signature on the front wherever such signature is secured. Any variation should be reported to the issuing office before furnishing the food.

2. Bills to be Submitted by Vendors

After a food order is filled by a vendor it may be transferred for cash to a bank, or wholesale grocer.

The banks, wholesale grocers, or vendors, which receive food orders must make out a bill to the County Board. This bill, or invoice, must show the number and amount of each order and be accompanied by the original order. The bill, or invoice, should be dated or numbered for reference purposes.

The bill, or invoice, should be prepared on the printed stationery or bill head of the payee, in the following form:

February 24, 1933.
Invoice No. 826

John Doe,
1215 Main Street,
Pittsburgh, Penna.

To: Allegheny County Emergency Relief Board,
City-County Building,
Pittsburgh, Pennsylvania.

<i>Order Number</i>	<i>Amount</i>
1236782	\$2.25
1236811	2.75
1237103	3.00
Total Amount	<u>\$8.00</u>

3. Preparation of Food Relief Appropriation Requisitions
Form BB-240a

The auditing division of the County Board office audits the invoices for food orders submitted by banks, wholesale grocers, or vendors, *and compares original orders with duplicate orders*. A requisition, Form BB-240a, listing the vendors and amounts, is then drawn in quadruplicate (4 copies).

This requisition form is to be prepared in accordance with the following instructions:

In the upper left hand corner of the heading of this form in the block headed "Spending Agency" type the name and address of the County Board. In the block immediately below headed "Fund" type in "State Emergency Relief Board." In the block headed "Agency Number" type in the name of the county. In the block

headed "Requisition Number" type in the county requisition number. In the block headed "Date" type in the date the requisition is written. The blocks headed "Symbol" "Warrant Number" and "Charged to Month of" are to be left blank.

The form contains the following column headings:

Voucher Number; Name and Address of Payee; Detail; Total.

In the first column headed "Voucher Number" give bill or invoice reference. Where invoice numbers are used by vendor, insert number. If invoices are not numbered, show bill or invoice date in this column.

List name and address of the payee in the second column. It is important to give both the name and complete post office address as the checks are made out and mailed to payee by the State Treasurer in accordance with information in this column.

Insert the amount of individual invoices in the third column headed "Detail" in case of more than one invoice from the same payee. Insert total for the group in the fourth column headed "Total." List all invoices alphabetically and leave a double space between each vendor. Do not show the last name first, but list the name as it is written on the check.

4. County Board Requisitioning Officer

Each County Board is required to designate a person to approve appropriation requisitions. Requisitions are not honored unless approved by this properly designated requisitioning officer.

The designated requisitioning officer of the County Board must sign the appropriation requisition in the space immediately preceding the block headed "To the Department of the Auditor General." The information appearing on the reverse side of the form should be left blank.

5. Forwarding Requisitions

The County Board auditing division checks the requisitions, and, if correct, approves the original requisition to which the original invoices and the original food orders are attached. It must forward the original requisition together with the second and third copies properly approved to the State Board office at Harrisburg, Pennsylvania. The State Board approves the original requisition and forwards it to the Auditor General and State Treasurer for audit and payment out of the State Treasury.

6. Correction Memorandum

If requisitions, Form BB-240a, cannot be approved for payment by the Auditor General on account of errors or for some other reason, they are returned to the Office of the State Board for correction.

If corrections can be made by the State Board without returning the requisition to the County Board, the same are adjusted and correction memorandum, form SERB-10, sent to the County Board showing original amount of the requisition, the corrected amount, detailed information on the invoice affected, and the reason for the correction.

7. "Daily Budget Control" of Food Relief

Food orders are comparable to checks drawn on a bank account. All numbers must be accounted for. Great care must be exercised that food orders are properly filled in to facilitate approval and payment to the vendor.

A "Daily Budget Control" record for each month is maintained by the office of the County Board under supervision of the county auditor. This record is started by entering the available balance for food relief at the close of previous month and the food grant for the current month, the aggregate of which represents the total amount available for food relief expenditure during the current month. The total value of food orders issued (reduced by the amount of cancelled or voided food orders) must be tabulated each day and posted to the Daily Budget Control record, thus reflecting daily the amount of the available balance.

This information is essentially important as a permanent accounting record and is subject to audit by the Auditor General's Department. Therefore, all supporting details must be carefully filed in the administrative office of the County Board, to be available for immediate reference.

ACCOUNTING: Methods, Procedures, and Records

B. Community Markets

1. Function

The function of the Community Market is to purchase and distribute food on orders issued by the authorized agents of the County Board. *The receiving of applications, the investigation of the needs, and determination of the food requirements of individual families are not functions of the community market.*

The same procedure and records are used for these purposes as for issuing retail food orders, except that instead of issuing a food order for a specified amount of money to be honored by any food vendor, a special community market order is issued, good only at the community market.

2. Ration System

Food is packed by the community market in standard balanced rations of sufficient quantity to cover a week's supply. Three types of rations are packed, as follows:

“A” Adult's Ration

“B” Child's Ration, 8 to 16 years, incl.

“C” Child's Ration, 1 to 7 years, incl.

The specifications of the ration are determined and approved by the advisory committee of the State Board, composed of representatives of the Medical Society of the State of Pennsylvania. The county medical society has the local responsibility of seeing that the specifications are constantly maintained.

3. Control of Expenditures

The community market is granted a monthly allocation by the County Board on the basis of estimated food requirements of the number and types of families to be supplied, to enable each market to make quantity purchases. These monthly allocations should be set up on “Daily Budget Control” record by the County Board office and all purchases are to be charged thereon as issued so that the available balance may be known and controlled at all times.

4. Purchases—Order Form SERB-31

All purchases of merchandise for distribution to recipients of relief and of supplies by the Community Market are made by a designated

representative of the County Board, known as Purchasing Agent, who has been approved by the office of the State Board to serve in such capacity.

Purchase Order, Form SERB 31, must be used to effect all purchases, and each order must be signed by the purchasing agent or some other responsible designated representative of the County Board. Purchases by telephone must be confirmed by a purchase order clearly marked "Confirmation."

The form is prepared in quadruplicate. The original copy (white) is forwarded to the vendor, the duplicate copy (yellow) and triplicate copy (blue) are forwarded to the administrative office of the County Board. The duplicate is retained by the County Board office, the triplicate (blue) is attached to properly approved original invoice. The quadruplicate (pink) is retained by the purchasing agent of the County Board.

The original invoice supported by triplicate copy of purchase order is transmitted to the office of the State Board with form BB 240a "Appropriation Requisition."

5. Receiving Record—Form SERB-33

All merchandise received at warehouse or community market is reported to the administrative office of the County Board on Form SERB 33 by receiving clerk, giving date, actual quantities and full description of articles received. Each receiving record, form SERB 33, must be supported by "delivery ticket" of vendor.

6. Commodity Record—Form SERB-30

All purchases of food must be entered on Form SERB-30, "Commodity Record." A separate card is made out for each commodity.

The headings on this form provide spaces for a description of the commodity and the unit of measure. Wherever possible, the unit should be shown in pounds. Columns are provided for data regarding purchase order, receipt of goods, weekly issues, and balance, and daily issues. The back of the card has six sets of columns for recording daily issues. The procedure covering daily issues is as follows:

The weekly ration schedules must be numbered so that when changes are made in the contents of the rations, due to seasonable food or for the purpose of securing variety, the entries for the commodity records can be properly made. Spaces are provided for showing the schedule number on the market order, and this information must be shown by the clerk filling the order.

At the end of each day, the market orders filled are sent to the county board office and the number and kinds of rations distributed, as shown by these orders, are tabulated on a work sheet which is retained

as a permanent record. The quantity of each commodity included in each ration is multiplied by the number distributed, and the total of each commodity issued for the day determined. The date distributed and the quantity so determined for each commodity is entered in the daily issue columns on the respective commodity cards.

At the end of each week, the quantity column of the daily issue columns is totaled, and the week ending date, total quantity issued, and the balance entered in the weekly issue columns. The balance on hand is computed by adding the receipts during the week to the previous balance and deducting the issues during the week. If, at any time during the week, it is necessary to compute the balance, the data are available for so doing.

7. Community Market Weekly Inventory Record Form SERB-34

A physical inventory is taken at the end of each week and compared with the commodity record. The commodity record must be adjusted weekly to agree with the physical count and these adjustments must be signed by the community market manager, entered on the commodity record, and reflected in the report of the amount of food relief furnished. Adjustments other than for ordinary shrinkage must be investigated and fully explained on Form SERB-34, "Community Market Weekly Inventory Record." This form is prepared in triplicate. The original and duplicate are forwarded to the County Board which will retain the duplicate and submit the original to the State Board office. The triplicate copy is used as the posting medium for adjusting the commodity record cards, with the actual inventory count.

Form SERB-34 provides for a comparison of the actual count with the commodity record balance, and the difference in quantity is to be shown in the "Over or Under" column. The amount column is filled in by multiplying this quantity by the price. All differences must be explained, and if sufficient space is not available, the differences should be coded and explained on a separate sheet. Ordinary shrinkage can be explained by typing in the word "shrinkage."

Prices used on inventories and in computing ration costs are secured from the commodity record. Freight charges are recorded on the commodity record card and the unit price of the shipment determined by dividing the quantity received into the invoice cost plus freight. A new unit price is worked out at the end of each week to be used during the subsequent week. The unit price will not change until another shipment is received at a different price. In cases of this kind, if the quantity on hand exceeds the quantity received in the new shipment, quantities and prices for both lots are shown when calculating the value of inventory until the earlier shipment is exhausted.

A "Daily Budget Control" account is maintained at each County office operating a Community Market. The money value of all purchases of merchandise is tabulated daily and entered on "Daily Budget Control" as commitments against available balances. All purchases of merchandise for Community Markets should be executed on delivered prices whenever possible. Transportation charges must be prepaid without exception. When purchases are made F. O. B. shipping point, the vendor must prepay transportation charges and include such charges on the invoice, supported by original paid freight bills. Such transportation charges are to be considered as a part of the cost of the merchandise.

8. Ration Schedule

The ration schedule setting forth the commodities, quantities, calories, weighted percentage of fats, carbohydrates, vegetable, animal protein, and percentage of each included in the rations, together with the cost, is prepared in triplicate weekly. The original and duplicate are forwarded to the County Board office which retains the duplicate and forwards the original to the State Board office promptly at the beginning of each week. The triplicate copy is retained for the files of the community market. Each schedule should be numbered for reference purposes.

9. Operating Expenses

Operating expenses for community markets are subject to the same rules and regulations as are administrative expenses for County Boards. The County Board must submit a budget of estimated expense to the State Board. (The methods of estimating and the procedure for submitting this budget are described in the preceding Section.)

The following classes of accounts are used:

- (a) Salaries and Wages
- (b) Express, Trucking, etc.
- (c) Store Supplies
- (d) Stationery and Supplies
- (e) Telephone and Telegraph
- (f) Postage
- (g) Heat and Light

The handling of the above mentioned items—(a) Salaries and Wages, (d) Stationery and Supplies, (e) Telephone and Telegraph, and (f) Postage, is described later in Part "F" of this Section. under the subheading "Administration Expenses." *Express, Trucking, Etc.* This classification includes transportation charges that cannot be charged directly to the merchandise

purchased. To this account should also be charged the cost of transporting merchandise from main warehouse to sub-station, etc.

Store Supplies. This classification includes paper bags, wrapping paper, twine, and necessary supplies for the operation of the market. Care should be exercised to avoid waste and extravagance in the use of supplies, to keep expense down to a minimum.

Heat and Light. If free heat or light is not available, these items may be charged to this account. Such expense should also be watched carefully and be kept to a minimum.

10. Weekly Operating Report—Form SERB-35

Form SERB 35, "*Community Market Weekly Operating Report*," is to be prepared in triplicate promptly at the end of each week. The original and duplicate are forwarded to the County Board, which will retain the duplicate and forward the original to the State Board. The triplicate copy is retained by the community market for its files.

All purchases included in the inventory and expenses incurred during the week must be included in the proper week. Salaries or any other services or expense which are ordinarily contracted for on a monthly basis should be reduced to a weekly basis by dividing the total amount of such expenses by the number of Saturdays in the calendar month in which the week is included. The week begins Monday and ends at the close of business on Saturday.

11. Payment of Vendors' Invoices

Vendors are required to submit their invoices in duplicate. The *original*, after being checked and approved as to receipt of material, *is forwarded to the County Board office*, and the duplicate copy of the invoice is retained by the market. The County Board office prepares a separate Appropriation Requisition, using the Form BB-240a in the same manner as a requisition covering retail food orders (described in Part "A" of this Section) and forwards it to the State Board office. The words "*Community Market*," should be shown at the top of the requisition. Original invoices only will be honored for payment by the State Board. *These must be accompanied by the blue copy of the purchase order or by properly certified Receiving Record Form SERB-33.*

As an inducement to secure *cash prices on purchases* it may be possible for the County Board to make arrangements with local banks to pay the vendor's invoices when properly assigned to it in the same manner as food orders. Any expense or discount

charged by the bank cannot be added to the amount collected from the State, but would have to be deducted from the amount paid by the bank to the vendor. In cases of this kind, the bank is shown as the payee on the appropriation requisition, and the check will be mailed direct to the bank by the State Treasurer. The form of assignment which is shown at the bottom of the vendor's invoice in cases of this kind is as follows:

I certify that the foregoing items were delivered by
the undersigned,
.....
(Name of Vendor)
of.....and direct payment
(Address of Vendor)
to be made to.....
(Name and address of Bank)
.....
(Signature of Vendor)
Approved
(Market Manager)

12. Distribution—Form SERB-32

The Community Market Order, form SERB 32, is numbered serially and made up in duplicate. The number of the "A," "B," or "C" rations required by a family depends upon the number of each age group in that family. Spaces are provided for showing this information on the order, together with weekly ration schedule number. To prevent the raising of the number of rations filled in by the investigator, the number must be written out in full on the order; that is, if three "A" rations are to be furnished, the word "three" is to be plainly written in indelible pencil in the space opposite the "A" rations. *Where one or more of the blank spaces are not to be used, the word "none" should be inserted, or the space appropriately lined out so that no number can be subsequently inserted.* Spaces are also provided for the following information:

Name of recipient, case number, address of recipient, date issued, date to be presented, name of community market, location, county, district office, the signatures of County Board agent, of person filling order, and signature of recipient.

A rubber stamp may be utilized, showing the name of the community market location, county, and issuing office. The spaces are arranged accordingly for this purpose. The daily distributing capacity of the market should be pre-determined and market orders issued accordingly. If the average

daily distribution capacity is approximately 400 orders or 2,000 rations per day, a schedule is worked out so that approximately 400 applicants will be given orders for one day and approximately the same number on the next day, and so on, so that the work for the market will spread throughout the week.

The community market must maintain a master card file or list of all families (and non-family individuals) being served by the market. This should include only those families living within a reasonable distance from the market. The record card for each such family should cover the date given in the following illustration:

Distribution Day				
<i>Name of Family or Individual</i>	<i>Case Number</i>	<i>Rations</i>		
		<i>A</i>	<i>B</i>	<i>C</i>
John Doe	2106	2	2	1

The cards should be segregated in alphabetical order according to the days of the week.

This information is very important for the market manager so that purchasing and packing may be co-ordinated and distribution made efficiently. It also enables the packers to pack double rations wherever economical. In other words, the list may show 475 orders, and include 400 families for which two or more units of the same rations are required for the same family, so that the 400 rations may be packed in double, instead of single, quantities. This doubling-up reduces packing cost and also facilitates packing and handling. The number of doubles required is determined readily by counting the units shown on the list in excess of one (1) under each ration, opposite the name of family reference. If three units of the same ration are required for a family, one double and a single should be used to fill the order, as it does not appear to be practicable to pack units in excess of double quantities. Moreover, sufficient singles must always be available to facilitate distribution. These lists represent a packing order and should be forwarded to the community market manager in sufficient time to enable him to purchase and pack the quantity of rations necessary. Once the lists are prepared, it will then only be necessary to record additions, deductions, and changes, so that the lists may be kept up to date at all times.

The foregoing outline or suggested procedure does not intend that persons presenting orders on days other than those marked on the order are to be turned down or questioned. It must be remembered that the market is operated for the convenience of

the applicants. The applicants in most instances will present the order as soon as possible after they receive it. The spreading of the work over the week can, in most instances, be accomplished by issuing the orders so that they will be received by the applicant in time to present on the day scheduled.

General

The foregoing procedure outlines the general plan for the purpose of illustrating the use of the forms and records that must be kept to account adequately for purchasing, receiving, and distributing the commodities handled.

The physical handling of commodities, packing, storing, and distributing procedure, together with purchasing methods, should be worked out in conjunction with members of the staff of the State Board.

All records are to be retained subject to audit by the field representatives of the Department of the Auditor General.

C. Fuel

Where it can be demonstrated that local resources are inadequate to supply total fuel needs, the County Board may make formal application in writing to the State Board for grants for such purpose.

1. Fuel Relief Orders

After the grant shall have been approved by the State Board in a written notice to the County Board, Form SERB 4a, "Order for Fuel" is to be used for the purpose of authorizing deliveries to individual families. The procedure follows:

Bids should be secured from responsible fuel vendors for deliveries in the various districts in the County and separate fuel orders are issued to the vendor for each such delivery. The County Board must give the order for fuel to the dealer, and the dealer must bill the County Board for the fuel distributed. Proper receipts must be taken from the recipients of the fuel and attached to the respective bills.

These orders are numbered in the upper right hand corner, and all numbers must be accounted for. Immediately below the number, spaces are provided for the date, name of county, and district office. The name and address of the designated vendor are to be inserted in the space provided. Spaces are also provided for the name and address of the individual family to whom the fuel is to be delivered.

In the lower left hand corner, spaces are provided for itemizing the fuel to be delivered. These must be completely filled in by the County Board issuing the order, showing quantity, commodity, unit price, and the amount. Where it is necessary to pay an extra charge for carrying the fuel to a bin, such charges must also be itemized so that the total cost for the order is shown in this section.

The signature of the authorized agent of the County Board issuing the fuel order is to be written in the space provided. The fuel vendor must secure the signature of the recipient in the space provided on the reverse side of the form. Space is also provided for the signature of the vendor making the delivery.

The form must be made in duplicate and *filled in with ink or indelible pencil*. The original is forwarded direct to the vendor and the duplicate copy retained by the issuing office. The duplicate must be a carbon copy of the original *and must be legible*.

The individual fuel grant will vary, depending upon the season of the year, the size of the house, and the make-up of the family. Families with young babies, old people, or sick people in the household require more heat than the average family. The fuel orders should be increased accordingly.

The generally accepted allowance for coal is at the rate of one-half a ton a month for one stove during the cold months, with one-quarter ton additional in cases where a second stove is necessary.

In the absence of coal or wood, it may be necessary in exceptional instances to pay for gas. In such event, both the family and the gas company must be instructed as to a fixed maximum monthly amount that may be spent for this purpose.

2. Vendors' Bills—Appropriation Requisition

A separate appropriation requisition, Form BB-240a, is required in submitting vendors' bills covering fuel orders to the State Board for approval and payment. In all other respects the accounting procedure is the same as previously outlined for food relief. (See Part A of this Section). This applies not only to the handling of fuel orders, but also to the preparation of vendors' bills, appropriation requisitions, approvals, and other forms specified.

D. Shoes and Clothing

General Policies as to Practice and Procedure

In general, there are at present five sources from which clothing and shoes are available from time to time in the various counties. Worn clothing and shoes gathered in the local community for distribution within that particular community; new clothing or shoes purchased with local public funds or donated by local merchants; new garments collected by private organizations or church groups for distribution through local relief agencies; new cotton clothing or cotton cloth (for the making of garments) available through the various branches of the local Chapters of the American Red Cross; new shoes provided by the State Emergency Relief Board.

Worn clothing and shoes

Worn clothing should be fumigated, cleaned, and mended before it is distributed. These services are frequently donated. Practical arrangements have been made in some communities to have garments washed, mended, and "made-over," as a work relief project, by unemployed women selected because of their skill in such work. *Worn shoes should be repaired before distribution.* Sometimes this is done through donated service; usually, however, it is necessary to employ shoe repairmen. *This work, likewise, may be carried on as a work relief project. Garments and shoes not worth repairing should not be distributed to persons in need.*

In most communities, especially the larger ones, the collection, reconditioning, storage and distribution of worn clothing and shoes is best effected through one centralized organization with adequate storage facilities. This work must be operated apart from the offices and application centers of the County Board; on the other hand, there should be proper co-ordination of all these activities.

The County Board, moreover, should stress the importance of sanitary precaution in the handling of garments and the need at all times for efficient, systematic care of supplies, and for careful control over distribution.

Too often this form of relief work is conducted in ways that have vicious consequences both to the recipient and to the community. The State Board office should be consulted for specific information and advice upon the details of this work.

Local contributions of new clothing and shoes from private sources should be cared for preferably through the same centralized system of storage and distribution as described above, and

may be "pooled" with worn clothing, provided the latter has been properly reconditioned.

Shoes and clothing made available through poor boards or other sources supplied from public funds are usually distributed through orders issued upon local retail merchants or upon the poor board's own stored supplies. Where such form of separate distribution cannot be avoided, the County Board should assume whatever degree of leadership may be necessary to bring about the proper co-ordination and correlation of the distribution by the poor board or its agents with that by private agencies and by the County Board.

The National Headquarters of the American Red Cross has issued to each of its local branches a complete set of instructions for distribution of cotton clothing and cotton cloth. The County Board and its agents should familiarize themselves with the details covered in those instructions.

It is incumbent upon committces and individuals acting either as the agent of the local Red Cross Chapter or of the County Board to unite with other interested groups in a plan for sound, cooperative administration of this form of relief; one which by common agreement is deemed best for each particular community, and that accords with the standards mutually approved by the American National Red Cross and the Pennsylvania State Emergency Relief Board.

It is the duty of the field representatives of each of these bodies to assist local groups, if necessary, in setting up a properly co-ordinated plan of operation for this purpose.

Shoes are furnished by the State Board to only those counties in which local supplies have been exhausted and local funds are inadequate to take care of the needs.

Estimated Requirements, Shoes—Form SERB-55

County Boards will, upon request of the State Board, from time to time ascertain the estimated needs in the various localities for shoes, and from this data will report to the State Board on Form SERB-55, "Estimated Requirement, Shoes."

Caution as to Publicity

The State Board takes every precaution to avoid undue publicity concerning the distribution and availability of these shoes in the various counties. This step is necessary in view of the fact that, in no case, is the State Board able to supply sufficient quantity to meet the full need of any county. Publicity given to the receipt of shoes by a County Board creates extraordinary demand for shoes on the part

of the general public and may cause the Board great embarrassment. Hence County Boards must refrain from making any public statements regarding the receipt of shoes.

Standards of the State Board for Purchase of Shoes

Merchandise is purchased by the State Board in accordance with specifications and methods recommended by an advisory committee created by the State Board for this purpose. Technical advisors selected by that committee develop the standards for each particular type of article, approve the purchase thereof, and accept or reject the finished project.

Any reputable manufacturer, mercantile establishment, jobber, or vendor may offer for sale to the State Board any item of merchandise that meets the Board's established standards.

Importance of Careful Fitting of Shoes

Shoes provided by the State Board are guaranteed by the manufacturers as to workmanship and material, and will give adequate service if properly fitted. It is important that the County be equipped with a personnel that can properly fit the shoes to the feet of the individuals who will wear them. Some County Boards have made arrangements with local shoe dealers whereby volunteer service of experienced shoe fitters is secured. It is essential that shoes be carefully fitted both as to length and width. A complete size range and various widths in men's, women's, and boys' and growing girls' shoes are supplied.

Storage of Stock

It is necessary that a safe and adequate place be obtained in which the shoes are placed upon their receipt from the Pool Stock Warehouse of the State Board. The County Board should maintain its own stock warehouse apart from the local center used for the distribution of shoes in the community in which such County warehouse is located.

Segregation of State-supplied Shoe Stocks and Records

Merchandise purchased from State and Federal funds must be segregated by the County Board and the records kept in such a manner that receipts, withdrawals, and balances on hand can be audited at all times.

*Shipments to Delivery Points (District Office Requisition for Shoes
—Form SERB-53)*

Form SERB-53 (designed primarily for use of the State Board office to draw merchandise from the warehouse at Philadelphia for shipment to the counties) is used by the County Board in connection with shipment to the various distributing points in the county where the volume of business makes such handling advisable.

The procedure followed in this connection by the State Board office should be adapted by the County Board to its own purpose, as follows: The original (white) and triplicate (blue) copies are mailed to the State Pool Stock Warehouse at Philadelphia; the quadruplicate (yellow) copy is mailed to the County Board as a notice that the shoes have been ordered released from the warehouse; the duplicate (pink) copy is used by the State Board as a posting medium for charging the quantities shipped against the county's quantity grant. The original copy is packed with merchandise by the Pool Stock Warehouse, and the triplicate is retained at the warehouse as its record of merchandise shipped. *The copy (white) packed with the merchandise, in a case marked on all sides, "Tally Sheet Enclosed", must be signed and returned to the State Board office as soon as the merchandise has been received and checked. It is important that this acknowledgment be made very promptly after receipt of the shoes.*

Acknowledgment of Shipments Received—Form SERB-54

Merchandise ordered by the State Board is covered by Form SERB-54, Purchase Order. The original copy is forwarded by the State Board to the vendor and the duplicate copy retained for the files of the State Board. The third and fourth copies are mailed to the point of destination (Pool Stock Warehouse or County Stock Warehouse). The merchandise is there checked and receipt of material is acknowledged by return of the quadruplicate copy, properly signed, to the State Board office at Harrisburg. *This must be done promptly, to enable the State Board to take advantage of cash discounts.*

Receipt of Partial Shipments—Form SERB-33

Where partial shipments are made, Form SERB-33, Receiving Record, is used to acknowledge receipt of the articles received. The aforementioned quadruplicate copy of Form

SERB-54 is appropriately marked and forwarded later when shipment has been completed.

Perpetual Inventory—Form SERB-57

The County Board must keep a perpetual inventory of shoe stocks. Form SERB-57 provides a very effective yet simple method for this purpose. To start this record, enter in the first space below the column headings the number of pairs of each size of shoe received. These columns should add up to the total number of pairs of shoes contained in the original shipment. This total is entered in the column headed "Pairs." Each day the quantity of each size distributed is to be entered. At the end of each week, totals by sizes distributed should be entered on the next line; this deducted from the receipts shown on the first line will, of course, give the balance on hand at the beginning of the next week. When a new shipment of shoes is received at any time, it is necessary merely to add the detail of the number of pairs of each size received to the quantity on hand as of the day the shoes are received, thus indicating the balance on hand.

A separate inventory sheet should be kept for each stock number on hand.

"Last of Month" Inventory Report—Form SERB-57

On the last day of each month, each County Board receiving shoes from the State Board must take a physical inventory of all shoes on hand (whether supplied by the State or not) and must report same to the State Board not later than the fifth day of the following month. *When a quantity of shoes not supplied by the State is also to be reported, they should be listed with State-supplied shoes of similar types.* The inventory report is used as a guide to determine the proper types and sizes to be shipped to each county, and not as the basis for making the allocations.

Form SERB-57, intended primarily for the keeping of a perpetual inventory of stock, is used also in making the monthly inventory report. *Grants will not be made to any County Board which has not submitted this report by the fifth day of the month.* A carbon copy of the report is retained in the County Board files.

Careful Investigation of Individual Needs

Investigation into the needs of each family or non-family individual must be made as carefully for this form of relief as for any other. This rule obtains whether application

is direct or is made on behalf of the family or individual by interested persons or groups. *Violations of the above principles of sound relief practice will not only lead the County Board into the difficulties arising from indiscriminate relief giving, but may compel the State Board to abandon this form of relief.*

Individual Application for Shoes—Form SERB-50

Form SERB-50, Application for Shoes, is to be filled out for each such request of a family, or individual, by the investigator or other authorized agent of the County Board. This application form is prepared in duplicate at the time of the investigation into the needs of the family by the field worker. When it has been determined that the shoes should be given, the applicant must sign the application in the space provided on the form for his signature, and should be told that he will be notified when and where to call for his shoes. Size scales and stock numbers are shown on the application form SERB-50. Spaces are provided to indicate the particular sizes of shoes to be supplied. *Care should be exercised to see that the proper sizes are recorded. This is absolutely necessary so that the shoes will fit when received.*

Procedure for Filling Individual Orders—Form SERB-51

If the necessary shoes can be furnished to the individual from supplies provided locally by relief agencies or other organizations at their own expense, arrangements should be made to have the order filled from such sources, and it should be so noted on the form. If no locally supplied merchandise is available, the original copy of the individual application should be forwarded to the County Board office. (There should be specified intervals for the sending of such applications). The application should then be filled from the stock maintained by the County Board and the merchandise forwarded to the distributing center. Upon receipt of the merchandise at the distributing center, the applicant should be notified by use of Post Card, Form SERB-51.

Receipts for Shoes Delivered to Individuals

The word "Delivered" must be stamped or written on the copy of the application form SERB-50, and the applicant must sign his name on the duplicate copy of the application in the space provided for this purpose. The duplicate copy is to be returned to the office of the County Board when the merchandise has been distributed.

ACCOUNTING: Methods, Procedures, and Records

E. Thrift Gardens

A separate and distinct grant is made by the State Board to the County Board for thrift gardens, on the basis of a carefully prepared estimate by the County Board of the number of families on relief desiring to plant gardens.

Garden seeds, plants, fertilizer, approved insecticides, and plowing are the only items that may be charged against this allotment. The expenditures must not exceed the amount of the grant.

General instructions and information issued earlier in the year in the form of letters and circulars have been omitted from this handbook, they being no longer pertinent to the work at this present season.

1. Insect Control

Due to the prevalence of insect pests in some localities, the purchase of specific insecticides is permitted.

Approved chemicals for spraying.

The State Board approves invoices for the purchase of MAGNESIUM ARSENATE and HYDRATED LIME, to be charged against the thrift garden grant allocated to the county. *No other spray ingredients will be approved, except by specific recommendation to the State Board's advisory committee on thrift gardens by the County Agricultural Agent.*

No bills will be approved for sprayers or dusters. All such equipment must be borrowed or provided by local funds.

Proper Control over use of Insecticides.

It is essential that insecticide control be carried out under the direction of the County Agricultural Agent.

Most insecticides contain arsenic, a deadly poison, too dangerous to be handled by the average individual. *Under no circumstances should poisonous spray materials be distributed to individual gardeners.*

Spraying or dusting, unless properly done, is ineffective and a waste of money.

Insect Control as Work Relief Project

Insect control may be organized, if necessary, as a work relief project, provided: the men selected to do the work be trained and have a thorough understanding of what they are doing; the work be confined to gardens located in large tracts.

2. Purchases—Order Form SERB-31

Each purchase of approved garden supplies must be entered on Purchase Order, Form SERB-31, and signed by the requisitioning officer or some other responsible representative designated by the County Board.

It is not the intention that a purchase order be issued for each garden. Purchases are to be made in such quantities that price advantages may be secured, taking into consideration at all times the funds granted and available for this purpose.

The original (white) copy of the purchase order is forwarded to the vendor; the duplicate (yellow) copy is forwarded to the administrative office of the County Board for their files; the quadruplicate (pink) copy is retained by the requisition officer, or representative of the County Board, authorized to contract such purchases; the triplicate (blue) copy is attached to properly approved original invoice.

The original invoice properly approved and supported by triplicate (blue) copy of the purchase order is transmitted by the County Board to the office of State Board on form BB-240a "Appropriation Requisition."

3. Invoices for Garden Supplies

Vendors' invoices for supplies must be made in duplicate showing the local County Board as the purchaser. The invoice is checked against the purchase order. Amounts, additions, prices, and terms must be verified and compared with the purchase order.

Invoices must show a unit price. For example, an invoice for plowing must show either an hourly rate, or rate per acre. If the price is based on a contract for preparing the land, it must be so stated on the invoice.

The original copy of the invoice must be approved and signed by an authorized agent of the County Board.

4. Requisitioning Appropriations for Gardens— Symbol No. 30189

The invoices are listed on Requisition Appropriation, Form BB-240a. The symbol number, 30189, is to be placed on this form in the space provided when submitting invoices for garden supplies.

This Form BB-240a is prepared in quadruplicate. The original copy, with supporting invoices attached, together with the duplicate and triplicate, are forwarded to the State Board. The quadruplicate, with duplicate invoice attached, is retained by the County Board.

ACCOUNTING: Methods, Procedures and Records

F. Administration Expense

The following classes of accounts have been approved subject to the regulations governing administration expenditures as set forth in this section:

1. Salaries and wages
2. Postage
3. Transportation costs for executive director, comptroller, assistant auditors, supervisors, and field investigators
4. Stationery and supplies
5. Telephone and telegraph
6. Heat, light, house service

A monthly budget showing the estimated requirements for the authorized classes of accounts must be submitted as outlined in preceding Section under subheading "Grants for Administration Expense."

1. Salaries and Wages

General Regulations Relating to Payrolls

(1) *No employe may be on the County Board payroll who is receiving a salary or wages from any other employer. The County Boards, however, should encourage local public or private agencies to contribute funds to the Board to assist in the payment of salaries and other expenses.*

(See Section IV, "Personnel Policies")

(2) *No employe shall be placed on a County Board payroll until the appointment has been confirmed by the State Board office. Before confirming appointment, the State Board office must have a written application, Form SERB-15, filled out completely.*

This includes the date of employment with the County Board, the salary, position, whether employed full or part time (and if part time, the number of hours devoted to the County Board work), and a statement that the employe is receiving salary from no other source.

No salary rate of any employe on a County Board payroll may be changed until such change has been approved in writing by the State Board office.

(3) Notification must be sent the State Board office immediately when employes are dropped from the County Board payroll.

When a vacancy occurs, the County Board or its executive director may appoint a person provisionally until approval of the appointment can be secured from the State Board office. The salary of the person filling the vacancy must not exceed the salary of the employee who has left.

(4) The payroll of the County Board must not in any month exceed the amount allowed the County Board in that month's budget.

Payroll Record or Time Book

A payroll record or time book must be kept and retained at the office of the County Board. The hours worked daily and the rate of pay for each employee of the County Board must be recorded in this record.

The amount due monthly employees for partial periods is to be calculated as follows:

The two pay periods in any month are to be divided equally. The first half period in a thirty-day month terminates at the close of the fifteenth day of the month, whereas in a thirty-one day month the period closes at noon on the sixteenth day of the month. In a twenty-eight day month, the first half period terminates at the close of the fourteenth day of the month. Saturdays and Sundays are to be counted as days, irrespective of whether or not the employee works a full day, a half day or does not work at all. To illustrate, an employee commencing work the morning of the tenth day of December would be entitled to $6\frac{1}{2}/31$ of his monthly rate for the first half of December and $15\frac{1}{2}/31$ or $\frac{1}{2}$ a month for the second half period. If he started on the morning of the twenty-third day of December, the calculation would be $9/31$ of the monthly salary. If an employee commences on the tenth day of a thirty-day month, the calculation would be $6/30$ of the monthly salary for the first half period.

Appropriation Payroll Requisition, Form PRR

The payroll requisition is to be used to list the employees. This form must be prepared in quintuplicate (5 copies). The original and three copies are submitted to the State Board, and one copy is retained by the County Board for its files. Payrolls are to be arranged alphabetically.

The following information is to be inserted in the blank spaces in the heading of this form:

(Name of

On account of the Commonwealth of Pennsylvania (County Board)
 \$ (Total amount of requisition) to Appropriation for (Adm. Expenses)
 (Leave blank) Per Act of 1932, P. L. 51
 for the (insert first or second) half of month of (insert month) 1933
 Name (Leave blank) Title (Chief Clerk)

The monthly rate of each employe is to be shown in the column headed "Position." The position title should be shown to the left of this column and the monthly rate to the right. The title should, wherever possible, be abbreviated so that sufficient space is available to insert the monthly rate on the same line.

The salary earned during the period which the requisition covers is to be inserted in the column headed, "Salary this Period."

The columns headed "Retirement" are to be left blank, as these columns are reserved for special purposes and are not to be used by the County Board unless special arrangements and permission are granted by the State Board.

The amount earned during the period is to be inserted again in the "Balance Payable" column.

In all cases where a person is employed who was not shown on the previous period payroll, it will be necessary to show the date the employe started to work.

In all cases where a person resigns, or is dismissed, the last day such employe works is to be shown.

In all cases where employes are absent from duty, the number of days absent is to be shown. If an employe is absent from duty for a period of three or more days which includes a Saturday, a Sunday, or a holiday, those days are to be counted as absent days.

In any of the foregoing cases where the number of days worked is less than the number of days in the payroll period, the fractional part of the month is to be shown.

The names on the requisition are to be double-spaced, except in the foregoing cases, where an additional line is to be used for explanation, which is to be single-spaced. In such instances, a double space is to be left between the explanation and the next name.

The following example illustrates the information necessary and how it is to be shown: (Illustration is based on first half of February)

<i>Name</i>	<i>Position</i>	<i>Salary This Period</i>	<i>Retirement Rate Deduction</i>	<i>Balance Payable</i>
John Alberts	Clk. 50.00	25.00	.....	25.00
L. T. Brooks	Clk. 50.00	21.42	.....	21.42
Absent 2 days	12/28			
J. R. Chase	Clk. 40.00	20.00	.....	20.00
T. L. Clark	Clk. 40.00	14.28	.....	14.28
Resigned 2/10/33	10/28			
John Doe	Clk. 30.00	12.85	.....	12.85
Started 2/3/33	12/28			
R. C. Evans	Clk. 30.00	15.00	.....	15.00

The County executive director must sign all four copies of the last sheet of the requisition above the total line. Spaces at the bottom are intended for the Departments of the Auditor General and the State Treasury.

This form is to be used for salaries and wages only. Traveling expenses, postage, telephone and telegraph and other expenses are not to be included on this form.

The requisitions must be prepared and submitted twice a month, promptly at the close of the two pay periods.

Payroll Checks

Payroll checks are made payable to the respective individuals and are forwarded to the executive director of the County Board for distribution. It is important, therefore, that the name and address of the executive director be typed immediately below his signature, so that the Treasury Department can forward the checks properly.

2. Postage

Charge to this account all payments made to the United States Post Office for services rendered and for materials purchased, including stamps, registered mail, stamped postcards, stamped envelopes, and return addresses printed on stamped envelopes or postcards by the Post Office Department. Express charges for transporting relief order requisitions to the State Board office should also be charged to this account. *Packages containing requisitions, food orders, fuel orders, etc., weighing over twelve (12) ounces should be sent by express prepaid, and not by first class mail.*

Inasmuch as credit cannot be obtained for either postage or express charges, arrangements should be made to create a fund from county moneys from which these purchases are to be made. Vouchers should be prepared showing the services rendered or material purchased from the post office. These vouchers must be signed by the Postmaster. The custodian of this fund must

list all such vouchers and express receipts on a bill, giving his name and address and the total amount of expenditures. The vouchers signed by the Postmaster and the express receipts must be attached thereto for reimbursement. This bill, properly approved, is to be listed on Form BB-240a, Appropriation Requisition, along with other administration expenses, excepting salaries and wages.

3. Transportation Costs

General Definition

All expenditures actually incurred by the executive director, auditor, assistant auditors, supervisors, and field investigators of the County Boards while traveling and engaged in County Board relief work are to be itemized on Form BB-246a, "Traveling Expense Voucher." Traveling expenses include train fare, street car and bus fare; Pullman chair and berth tickets; the cost of room and meals; expenses reimbursable for use of private automobiles; and all incidental traveling expenses, such as telephone tolls, telegrams, etc.

Receipts Required

Receipts must be submitted for all items of expense except taxicab charges under one dollar (\$1.00), railroad fare, and meals. No other item of expense will be approved where a receipt is missing unless it is impracticable or impossible to secure a receipt, in which case the failure or inability to do so shall be fully explained on the traveling expense voucher. Mere inconvenience in the matter of taking or securing receipts is not a valid reason for failure to obtain a receipt. All receipts must be attached to the traveling expense voucher.

Every Traveling Expense Voucher must show the following information in the spaces provided on the voucher in connection with the type of expense hereinafter enumerated:

- (1) *Railroad, Bus, Trolley, and Pullman Expenses:* For this class of expense the points of departure and destination, the initials of the carrier, the number of miles traveled, and the cost of such travel must be shown.
- (2) *Automobile and Taxi Hire:* For this class of expense the points of departure and destination and the cost of such travel must be shown. Where a conveyance other than taxi is used, the number of miles traveled, the type of and the necessity for the use of such conveyance must be shown.

Neither auto nor taxi hire is permitted when cheaper

means of transportation is available. Mere convenience is not sufficient to justify these charges. In case such conveyance must be used, full explanation of the circumstances must accompany the expense voucher.

(3) *Personal Auto:* When executives and field investigators use their own automobiles in the course of their work, with the approval of the County Board, such employes may be reimbursed at the rate of five (5) cents per mile. The points of departure and destination and the number of miles traveled must be shown for this expense. When destination can be reached by railroad, bus, or street cars, only such fares will be allowed. Personal automobiles must not be used unless it is economically advantageous. Convenience is not a sufficient reason to justify such use.

(4) *Subsistence:* For all expenses incurred for room or meals, the city or town where the expenses are incurred, the room charge for each day, and the cost of each meal must be shown. Field employes starting from and returning to their headquarters or homes the same day are not permitted to charge for meals. The following are the maximum amounts permitted for meals including tips:

Breakfast	\$.50
Lunch	.75
Dinner	1.00

(5) *Miscellaneous Expenses:* Any expenses, other than transportation or subsistence expenses, must be shown, together with a complete explanation.

Traveling Expense Vouchers are to be submitted monthly, promptly at the close of each month, so that the County Board can audit and list same on an administration expense requisition, Form BB-240a, on or before the tenth day of the succeeding month. The County Board Auditor must certify these expenditures in the space provided in lower left hand corner on the front of the form. Space for certification by the respective employe is provided at the lower right hand portion of the form. The form must be prepared in triplicate, the triplicate copy being retained by the employe. The duplicate is retained by the County Board office, and the original is attached to the original copy of the appropriation requisition upon which it is listed.

4. Stationery and Supplies

This classification includes paper, pencils, ink, stationery, office supplies and materials.

Furniture, fixtures, office machinery, and similar equipment are not to be included, as such items, where necessary, must be furnished from County funds.

Vendor's invoices must be secured in duplicate, and the *original* invoice, properly approved, must accompany the appropriation requisition. The duplicate should be retained by the County Board for its files.

5. Telephone and Telegraph

This classification includes the cost of all telephone rentals, toll charges, and telegrams. Do not include in this classification telephone charges and telegrams incurred in connection with traveling expenses.

Toll charges and telegrams should only be used when such expeditious means of communication are essential, and a special delivery or ordinary letter will not serve the purpose. The most economical and practical class of such service must be employed. Toll charges should, if possible, be limited to three (3) minutes, and telegrams to ten (10) words.

Telephone and telegraph company bills must be submitted as evidence that these expenses have been incurred, and must be approved by duly authorized persons.

Telephone toll charges on official business calls which are paid out of Federal, State, or County funds are exempt from tax under the Federal Revenue Act of 1932, Section 701 (b).

Before this exemption may be claimed, a certificate must be filed with the telephone company requesting that no tax be charged on messages of the County Emergency Relief Board. Therefore, all telephone lines used for official business of County Boards should be reported to the office of the State Board, so that the certificates claiming exemption can be properly filed by the State Board.

6. Preparation of Administration Expense Appropriation Requisition

Form BB-240a, Appropriation Requisition, is to be used for listing all administration expenses, except salaries and wages. The form and instructions for listing these latter items are outlined under the caption "Salaries and wages."

As outlined under the respective classifications, postage vouchers, express receipts, traveling expense vouchers, vendors' invoices, and tele-

phone and telegraph company bills must be approved by the requisitioning officer, or other authorized person, and attached to the original requisition. All of these documents must be audited, not only as to receipt of materials and supplies, but to see that charges are proper and that extensions and additions are correct, prior to listing on the requisition.

A separate requisition is not necessary for each classification, but items should be listed in groups by classification on the requisition, to facilitate "recapping" the charges to the various classifications.

A "recap" must be shown just below the name and address of the last payee on the requisition as follows:

<i>Recapitulation</i>	
Postage	\$
Transportation	
Stationery and supplies	
Telephone and telegraph	
<hr/>	
Total	\$

The amounts shown in this "recap" are not to be extended in either the detail or total column on the form.

The form is prepared in quadruplicate. The original, with supporting documents attached, together with the duplicate and triplicate, are forwarded to the State Board. The quadruplicate is to be retained by the County Board for its files.

The headings on this form are to be filled in the same as for food orders, except that new series of requisition numbers should be started commencing with one (1). Requisitions for salaries and wages are to be numbered in this same series.

Administration expenses granted to any County Board are set up for a particular month only. All expenses incurred during this month must be charged against the County's budget on a requisition containing items for that month only. A block, headed "Charged to the Month of," is provided on the requisition, and the proper month should be typed in that space.

Checks will be mailed direct to the payee whose name and address appears on the requisition, and care must be exercised that this information is both complete and correct.

All copies of the requisition must be signed in ink by the Requisitioning Officer of the County Board.

If more than one sheet is required, show the total and the signature only on the last sheet, but see that all copies of the last sheet are signed.

7. Control of Commitments

The County Board is responsible for commitments entered into in excess of the monthly budget grants. Therefore, it is of the utmost importance that all commitments be promptly and accurately recorded in order that proper control of expenses may be maintained and the total expenditure may be kept within the budget grant for that purpose.

The handling of administration grants differs from that of food or fuel allocations in that the unexpended moneys cannot be carried over to the succeeding month's grant.

G. Appropriation Requisitions in Relation to the offices of the State Board, the Auditor General, and the State Treasurer.

In order that the County Board office may fully understand the successive steps by which the appropriation requisitions pass through the several Departments at Harrisburg, the following brief description is given:

The State Board office maintains a record of all allocations made to each County Board from State and Federal funds.

Appropriation requisitions received from County Boards are checked to determine definitely whether the same are accompanied by proper invoices, orders, receipts, vouchers, etc., as required by the regulations of the State Board; and that they are properly signed by the authorized officer of the County Board. If found to be correct in form, the requisitions are then charged against the funds allocated to the respective counties for food, fuel, or administration, and any other grants that may be made from time to time, by or through the action of the State Board⁷. *Requisitions, in such case, remain in the State Board office not more than thirty-six hours.*

The County Board office should itself maintain accurate control of all expenditures in order that:

- (a) allocations will not be overdrawn
- (b) the nature of expenditures be kept within the classifications approved by the State Board. This will insure against delay in the approval of appropriation requisitions by the State Board office.

Appropriation requisitions, having been checked and recorded by the State Board office, are forwarded to the Auditor General, in accordance with State practice. If found correct, they are duly recorded and a warrant is drawn by the Auditor General on the State Treasurer for payment. If requisitions cannot be approved for payment by the Auditor General because of errors or for some other reason, they are returned to the State Board office.

When corrections can be made by the State Board office without returning the requisition to the County Board office, necessary adjustments are made, and a *Correction Memorandum, Form SERB 10*, is sent to the County Board Office showing the original amount of the requisition, the corrected amount, detailed infor-

mation on the invoice affected, and the reason for the correction. Such correction having been duly entered in the State Board's accounts, the corrected requisition is returned immediately to the Auditor General for re-audit.

All inquiries and correspondence referring to requisitions, invoices, checks, etc., are referred to the Comptroller of the State Board, for the purpose of tracing these matters. Such inquiries, received from the County Boards, from grocers, banks, wholesalers, and other individuals, as to when payment may be expected on relief orders honored by them, are traced not only through the office of the State Board, but often through offices of both the Auditor General and the State Treasurer, until the desired information is procured. A similar procedure is followed to assist payees in identifying checks received in payment of the orders cleared by them.

Section XIII

MONTHLY REPORT OF RELIEF OPERATIONS

(to be issued later)

Section XIV

OTHER FORMS OF RELIEF AND SERVICE TO RESIDENTS OF PENNSYLVANIA

1. Problems Other Than Unemployment

Many forms of service and relief had been developed in Pennsylvania in the years preceding the depression. It is important that County Boards and their agents and officials be fully informed regarding the services and relief available not only from local organizations but from State agencies. For problems as follows:

Dependent children away from their own homes—

consult local child-caring agencies or the Bureau of Community Work, Department of Welfare, Harrisburg

Widows with children under sixteen years of age—

consult County Mothers' Assistance Fund Board or Mothers' Assistance Fund, Department of Welfare, Harrisburg

Crippled children—

consult local organization, Pennsylvania Society for Crippled Children, Third and Forster Sts., Harrisburg, or Department of Health, Harrisburg.

Aged poor, indigent sick and adults and families in need from causes other than unemployment—

consult local private family agencies, directors of the poor, or Bureau of Community Work, Department of Welfare, Harrisburg

Mentally ill; insane, feeble minded, and epileptic—

consult Bureau of Mental Health, Department of Welfare, Harrisburg

Blind, or visually handicapped—

consult Council for the Blind, Department of Welfare, Harrisburg

War Veterans: disabled, mentally ill, etc.—

consult local Chapter of the Red Cross, local war veterans' associations; or Miss Ellen I. Rochford, Investigator, State Veterans' Commission, Upper Darby, Delaware County, Pennsylvania

For information as to possible care available for other groups not included in this list, write to the Department of Welfare, Harrisburg, Pennsylvania.

2. State-wide Agencies for Consultation about Social Problems

DEPARTMENTS OF THE COMMONWEALTH OF PENNSYLVANIA

(1) Department of Welfare, Harrisburg, Pennsylvania

Bureau of Community Work, Division of Family and Child Welfare—Supervision over institutions and agencies for children; almshouses; poor relief. Consults on child welfare problems and community organization

Bureau of Community Work, Division of Homes and Hospitals—Supervision over State-aided hospitals; convalescent and nursing homes, maternity hospitals; homes for the aged

Bureau of Mental Health—Supervision over mental hospitals, institutions, agencies and clinics for the care of the insane and feeble-minded. Stimulates mental health programs

Bureau of Corrections—Supervision over all penal institutions, penitentiaries, jails and lock-ups. Advises on adult probation standards and staffs

Council for the Blind—Conducts programs on prevention of blindness and the improvement of the condition of the blind

Mothers' Assistance Fund—Supervises grants of aid to widowed mothers with young children

(2) Department of Health, Harrisburg, Pennsylvania

Handles problems of communicable diseases, maternal and infant welfare, health clinics, admission to the sanatoria, etc.

(3) Department of Public Instruction, Harrisburg, Pennsylvania

Controls admission to schools of deaf and blind children and to Pennsylvania School for Soldiers' Orphans, Scotland

PUBLIC CHARITIES ASSOCIATION, 311 Juniper St., Philadelphia

Executive Secretary: George R. Bedinger

Conducts State-wide program of education and the promotion of legislation on social problems, especially relating to children, delinquents and poor relief

FAMILY WELFARE ASSOCIATION OF PENNSYLVANIA.

Chairman: Joseph E. Beck,

Family Welfare Association,

Seranton, Pennsylvania

Concerned with development and strengthening of family welfare work

Section XV

HELPFUL READING ON UNEMPLOYMENT RELIEF

The Administration of Relief in Unemployment Emergencies.

Margaret Rich. Family Welfare Association of America, New York, 1931. 15 cents.

Proceedure for Dealing with Unemployment Relief.

Family Welfare Association of America, New York. Free.

The Rural Community and Social Case Work.

Josephine C. Brown. Family Welfare Association of America, 130 East 22nd Street, New York City, \$1.00.

Suggestions for Dealing with Unemployment Emergencies in Smaller Communities.

American Public Welfare Association. Chicago, 1931. Free.

The Emergency Worker in Unemployment Relief.

Elizabeth McCord. Family Welfare Association of America, New York. 15 cents.

A Community Plan for Service to Transients.

Prepared for President's Organization on Unemployment Relief. Washington, D. C., National Association of Travelers Aid Societies.

Setting up a Program of Work Relief.

Joanna C. Coleord. Russell Sage Foundation, N. Y., 1931. (Pub. Co. 71) 25 cents.

Cooperative Self-Help Activities Among the Unemployed.

United States Department of Labor.

Emergency Food Relief and Child Health

U. S. Children's Bureau, Washington, D. C.

Morale: The Mental Hygiene of Unemployment.

Geo. K. Pratt, M. D. The National Committee for Mental Hygiene. New York. 15 cents.

Emergency Relief in Pennsylvania.

Arthur Dunham. Public Charities Association of Pennsylvania, 311 South Juniper Street, Philadelphia, Pennsylvania. 25 cents.

Organization and Administration of Public Relief Agencies; a guidance report or handbook prepared at the request of the President's Organization on Unemployment Relief.

Rose Porter—Family Welfare Association of America,
New York, 1931. 35 cents.

For additional publications on the subject see:

Unemployment Relief in the United States and Canada.
20 cents.

Bulletin of the Russell Sage Foundation Library Number
116—December 1932. 130 E. 22nd Street, New York City.



